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ABSTRACT

This document reports on Congressional hearings on issues relating to the 1989 youth services bill to create a nationwide Youth Service Corps. The hearings focused on the successes of local youth programs. Testimony includes statements and prepared statements, letters, and supplemental materials from the mayors of San Francisco and Los Angeles, California; the former governor of California; representatives in Congress; and individuals representing the San Francisco Youth Conservation Corps; California Commission on Education Quality; Los Angeles Youth Conservation Corps; Los Angeles County; Chevron Corporation; San Jose Youth Conservation Corps; Phelps and Rothenberg; Youth Community Service Program; East Bay Conservation Corps; California Conservation Corps; Wilcox and Bertoux; Long Beach Youth Conservation Corps; and Reality House West. (YLB)

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FIELD HEARINGS ON THE YOUTH SERVICE CORPS AND H.R. 717

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARINGS HELD IN SAN FRANCISCO, CA ON APRIL 28 AND LOS ANGELES, CA ON JUNE 23, 1989

Serial No. 101-29

Printed for the use of the Committee on Education and Labor

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HEARING TO REVIEW ISSUES RELATING TO THE 1989 YOUTH SERVICES BILL

FRIDAY, APRIL 28, 1989

House of Representatives,
Subcommittee on Employment Opportunities,
Committee on Education and Labor,
San Francisco, CA.

The subcommittee met, pursuant to notice at 9:40 a.m., in State Building, 350 McAllister Street, Room 1158, San Francisco, California, Hon. Matthew Martinez, [Chairman] presiding.

Members present. Representatives Martinez and Unsoeld.

Mr. **Martinez.** I guess the first order of business is to declare that this hearing is in session.

Before I make my opening statement and ask my colleague, Ms. Unsoeld, for hers, I would like to take a moment to thank the Honorable Mayor of San Francisco for taking time from his busy schedule to be here with us.

His presence here is, I think, very important because it is testimony to his concern for people and his dedication to helping solve the problems that threaten our domestic tranquillity whether they are on the local level or on the national level.

I had the privilege of serving with the Mayor in the State Assembly. Although I was only there a very short time before going to Congress, I was there long enough to come to know Mayor Agnos and learn to respect him for his consistent commitment to the better opportunities for people every where. I want to thank you for being here with us, Mayor Agnos.

This morning's hearing of the Subcommittee on Employment Opportunities is called to receive testimony on H.R. 717, a comprehensive bill, that creates a nationwide Youth Service Corps.

In the minds of many, the time has come to provide, on a national level, alternatives for youth to gangs, drugs and violence. The time has come to create opportunities for service and training for our youth to enable them to contribute in a positive manner to the society in which they live and to show them that we can all make a difference in the quality of life in the communities we live in.

Our communities with their limited revenues are finding it very difficult to provide the services they did in the past and the many tasks that they had done before go undone while young minds and bodies sit idle without motivation.

Without motivation to create a secure future for themselves and their communities, many of these young people are without basic skills. Others are without training or guidance.

These youths represent an untapped resource of undirected young that could be used to do the work that needs to be done. While at the same time, they will enhance their education, develop job skills, gain pride in themselves and confidence in the future.

Youth Services, an idea whose time has come, has enormous benefit to society. Youths are afforded an opportunity to earn and learn while developing civic values, life disciplines and proper perspectives. All of these experiences will last them a lifetime.

We have already seen from the programs already in place that these programs have paid for themselves over and over again. They have paid for themselves in terms of young people who are now taxpaying, productive citizens. Young people who have turned away from drugs and crime and welfare to live lives of public service. They have gone on to permanent self reliance.

An important aspect of these programs is that youths in school in higher education can add to their academic learning by this civic service. That will challenge them and encourage them to the future service of society.

The legislation that the subcommittee will examine today, H.R. 717, was introduced by Congressman Leon Panetta, Chairman of the Budget Committee, and Congressman Morris Udall, Chairman of the Interior Committee. This bill expands upon an existing array of some 55 state and local youth corps programs that have been operating successfully across this country for some time now.

The reason we have chosen San Francisco for our hearing is because the original and best models of successful youth programs are based right here in the Bay area. In addition, this subcommittee will hold a hearing in Los Angeles on May 19, 1989, to examine the California Conservation Corps successes, as well as the Los Angeles Youth Corps Program, to see how our legislation can build on their program successes.

At that hearing, we are inviting the Governor of the State of California and the Mayor of Los Angeles to testify. We are looking forward meanwhile today to hearing from our Honorable First Esteemed Panel, which include my colleagues from Congress, Leon Panetta and Nancy Pelosi, a local congressperson.

With that, I would like to start with the Mayor. Would you please, Mayor? Excuse me, I forgot one important thing. I am still new at this.

Ms. Unsoeld, do you have an opening statement?

Ms. UNSOELD. Thank you, Mr. Chairman. All I would like to say is I welcome this opportunity, having had some association with the Peace Corps, with Conservation Corps and with other kinds of programs that involve our young people.

Coming from the West myself, from Washington State, I welcome this opportunity to add a western perspective to the record that we have so far acquired in D.C. at the full committee level.

It is my pleasure to be able to be here today and to hear from all of you people on this panel and the ones that will follow. Thank you.

Mr. MARTINEZ. Thank you, Ms. Unsoeld. With that, we turn to the Honorable Mayor.

STATEMENT OF HON. ART AGNOS, MAYOR OF SAN FRANCISCO, CALIFORNIA

Mr. AGNOS. Thank you, Mr. Chairman. It's a pleasure to have you back in our city and I am delighted to welcome you. As the mayor, I can offer you motorcycle escort with sirens or anything else that will make your stay here easier.

We are delighted to have you here, Ms. Unsoeld, as well. I am delighted also to be sitting here next to the distinguished Chairman of the House Budget Committee, Congressman Leon Panetta, and, of course, my outstanding congresswoman, Nancy Pelosi.

I look forward to doing these legislative testimonies because it takes me back to a period of my political life that I never will forget because it was an important time in my development and in my opportunity to contribute through the legislative process.

One of the things I miss, I must confess as a chief executive, is the opportunity to work with colleagues on problems of mutual interest toward a solution that can come out of the legislative process. So, I look forward to these kinds of opportunities because it takes me back a little bit to that time that I enjoyed so much.

Today, I want to talk and testify on behalf of Congressman Panetta's H.R. 717, the Youth Service Corps bill. My purpose in testifying today is not only to express my support for this legislation, but also to express my hope that this legislation, as well as similar youth employment bills currently before the Congress, will focus federal attention on the problems that are facing inner city youths.

Without substantial federal support, we risk losing a whole generation to the hopelessness of drugs and violence. I do not think its any secret to anyone who is reading and listening and looking at the media, that local governments are having a tough time throughout the United States as they wage a battle for our youth, practically by themselves throughout the last few years, to deal with these issues.

Very few resources are available to cities, such as San Francisco, who have been finding creative ways to provide meaningful jobs and training for our young people. San Francisco Conservation Corps, which deals with many of our youth here in the city, is an excellent example of an organization that is having an impact on our young people in the inner city.

Its my hope that the members of Congress will recognize the fine work being done by the San Francisco Conservation Corps and other sister organizations around the Bay area and throughout the United States and will, through legislation such as H.R. 717 and other appropriation bills that will accompany it, provide the resources that are necessary for these organizations to expand their work and make a real difference in the life of young people who need that kind of help.

San Francisco Conservation Corps, which is now headed and run by an outstanding man, Robert Burkhardt, was founded in 1983 as an outgrowth of the Private Industrial Council.

One of the spark plugs, I think you will be hearing in the next panel, is Judge Tony Kline who has nurtured this organization from its very inception, and, despite the demands of his own judicial calendar, stays very close to this.

The corps employs approximately 100 of our youth, ranging in ages from 18 to 23, a very difficult group to work with. Members of the corps are drawn from the toughest neighbors in our city. The program takes these youths, many of whom have previously been in trouble with the law, and teaches them the meaning of a day's work for a day's pay.

The kids learn the meaning of punctuality, timeliness and respect for others. In short, the program takes kids who are destined to become a burden on society and turns them into productive citizens.

For every dollar spent on this program, the community receives returns in three specific ways. First, it puts youths who are in the streets into gainful employment. Second, the work of the corps provides crucial support to community agencies. Third, the graduates of the corps become role models for other troubled youths in the community.

There are numerous examples that I could cite where the Corps has been able to help an impoverished agency or facilities around our city. However, I could give you many more examples of where the Corps could not come to the help of these agencies because they simply did not have the resources.

Federal funding for an agency such as the San Francisco Conservation Corps would allow it to expand and meet more of the pressing needs of community support agencies. The Corps has a dramatic impact on all of the youth it employs.

I want to give you just one example that was described to me that I want to share with you. David, a recent graduate of the program, was an example of how this program has benefited young people. He was thrown out of one of our local high schools after his junior year for getting into fights with other students. He had a temper that would blow at a moment's notice.

After spending two and a half years in the Conservation Corps, he was a changed man. The change was not easy but through his work with the Conservation Corps it did happen. Now, he is a self sustaining, self supporting, excellent citizen who is talking about buying a house and worrying about retirement just like everyone else.

Instead of being a victim, David is now an asset and, I think, proof of many similar success stories of the San Francisco Conservation Corps.

Its only making a small dent though, because of the limited lack of available resources. The annual budget is only $3 million. For this, the corps has an impact and turns around the lives of some 200 youths every year.

I am not just boasting as a proud mayor. I think that the Urban Conservation Corps can be duplicated, and has been around the Bay area, all over the country. An Urban Corps Expansion Program is being started in some 15, I am told, cities throughout the United States using our San Francisco model, I think this bill could bolster the efforts of organizations such as the San Francisco Conservation Corps and other cities in America.

I hope your committee under your leadership will recognize the work of these organizations and, rather than just simply establish a new national bureaucracy, work with these local organizations and feed into them so that they to provide the jobs and training to those youths who would, without them, be in a terrible condition. Thank you so much for your attention and your support of this effort.

STATEMENT OF HON. LEON PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. **Panetta**. Thank you very much, Mr. Chairman and Ms. Unsoeld. Its a pleasure, as always, to have the opportunity to testify before your subcommittee.

Congressman Martinez and I have worked very closely together on this legislation and I thank him for the opportunity to be able to testify and for his continuing work and the continuing work of this subcommittee to try to focus attention on this issue. I am particularly pleased to be part of this ethnic panel, in other words, known as the Olive Oil Three. That tells you what a wonderful country America really is.

Its a particular pleasure to be able to sit alongside the Mayor of San Francisco who has done an outstanding job here in this city and also, a particular pleasure to be with Nancy Pelosi who is a good friend and colleague in the Congress and one of the leaders on issues like this in the Congress.

I have been preaching to the converted here for a long time. Obviously, the important aspect, I think, is for the public to understand how important this issue is. Youth Service is attracting more and more attention because I think the American public is recognizing the need to address this issue in our society.

We today with the San Francisco examples are part of it. But we have a number of public service programs that involve youth throughout this country. There are some 50 full time youth service and conservation programs that involve over 50,000 kids.

Those programs are working. They are working every day. They set an example for us in terms of what other communities and other states ought to be doing to try to address the problem of how we get youth involved in our society.

I think there are three basic reasons why we need to address this issue. The first is obviously the fact that our youth are our most precious resource. But what is happening today is that, for whatever reason whether its societal, whether its economical, youth are not finding a place in our society.

They are becoming a lost generation, whether its alcohol or crime or gangs or what have you. I think all of us need to be distressed about what is happening with young people in this country. What took place in Central Park last week is a tragedy. We all recognize it as a tragedy.

But its also systematic of some of the problems that we see across this country of youths who have lost any sense of worthiness in our society, who basically feel that they have a license now to destroy the society around them because that society has lost trust in them. That is why I think its very important that we focus this kind of legislation towards the youth in this country.

We are seeing tremendous unemployment in our youth, particularly among ethnic youth, even though unemployment generally looks pretty good across the country. When you look at 16 to 24 year olds, you are looking at a situation where you have almost 37 percent unemployed in this country.

If you look in particular at Hispanics and blacks, you are looking at almost 13.6 percent for Hispanics and 23.8 percent for blacks. The unemployment picture for youth is bleak and we need, again because of that bleakness, to try to give them some opportunity to be able to work in our society.

The second problem is that, as we have tightened up Federal purse strings, and nobody knows that better than I do, having just tried to complete work on a budget resolution with tremendous constraints in terms of Federal programs and Federal directions for the future, we are starving for resources at the Federal level.

Until we begin to restore some of those resources, we are going to continue to see increasing constraints as to what the Federal Government can do in a number of areas. But those constraints and the reality of those constraints, what we have to do is rely more and more on voluntary programs like youth service programs across the country.

This is the hope for the future to be able to use young people, to use volunteers, to be able to help in every aspect of their life in terms of meeting needs in our society. I think that is another reality.

Lastly, we have to do what President Kennedy called upon this country to do, which is to resurrect the kind of service ethic in the country. If our democracy is going to be worth anything, its not just a question of taking from it, you have to give back to it. You have to create kind of sense of service among young people to give back to our country.

I think young people have that. Deep down, I think they want to do that. I have seen it in my sons. I think they want to perform that kind of role. As I have told you, my oldest son just came back from the Peace Corps in Africa, having served two and a half years in Kenya.

I think that was the greatest experience of his life, to be able to be of value to others, to have served others in a meaningful way. I think we have to provide that same sense of duty, that same sense of service, in others because, otherwise, we will lose this generation and we will lose our future as a result of that.

So, those are the reasons why I think its particularly important to focus on some kind of youth service program. There is tremendous potential out there for jobs.

We are looking now at an estimated 3.5 million positions that could be filled by youth service workers. 1 million in education, 700,000 in the health care area, 1.5 million in child care, an area that is drawing tremendous attention these days, 165,000 conservation and environment programs, 250,000 in criminal justice and public safety areas.

The need is there. The opportunity is there. We just have to grasp it at this point. The President himself has recognized the need for this kind of program, and, I think, as a result, has given us a real opportunity to make youth service a reality in this session of the Congress.

As you know, Mr. Martinez, we have introduced this bill time and time again on youth service. We have fought a lot of battles with it and fought through a lot of groups.

I first introduced it in the 98th Congress. We then revised it, and working with Mo Udall, who had the American Conservation Corps, we combined the two bills into what is now the bill that is before you. Last year we were able to move it out of the subcommittee.

Parts of this bill have, in fact, passed the Congress. The Mo Udall bill actually passed the Congress and was vetoed by President Reagan. So, we really think we have the opportunity here now, this year, to make this happen.

The elements of the program, as you are well aware, we basically try to provide grant support, matching funds, for programs that are already in operation or for what communities and states want to do. We do not want to create a bureaucracy. That is the worst thing we could do, frankly, at this point, is create another bureaucracy in Washington and tell people what to do.

If you have the kind of leadership like you have in San Francisco and California, where they want to develop those kinds of conservation programs and youth service programs and they want to do it to meet local needs, we need to be providing incentives for that to happen. That is what this bill does essentially.

I know there is a lot of youth service bills that are out there, some that are much more dramatic than what we have proposed. But I think you have got to take that first step. This is an incremental program. I think our program that we have proposed here is the best. The funding makes sense. The incentives make sense.

We also take care of the concerns about job displacement which we have picked up from a number of areas. Marty and I have worked a great deal to try to resolve those concerns. So, I think the bill meets a number of needs and its my hope that this is the session of Congress when we are finally going to get this accomplished.

[The prepared statement of Hon. Leon E. Panetta follows:]

Statement of the Hon. Leon E. Panetta before the Subcommittee on Employment Opportunities
Hon. Matthew G. Martinez, Chairman

April 28, 1989

Mr. Chairman, please allow me to begin by thanking you for convening this field hearing, the first of two, on H.R. 717, the American Conservation and Youth Service Corps Act. This is the fourth time that you have given me the opportunity to appear at hearings on youth service held by your Subcommittee since 1985, and I appreciate all of these chances for input. Beyond that, I deeply appreciate your strong commitment and extensive efforts, as well as those of your staff, to work for passage of youth service and conservation corps legislation.

I am also delighted to be joined today at this hearing by my distinguished colleagues, Reps. Pelosi and Unsoeld, by the Mayor of San Francisco, Art Agnos, and by Judge Anthony Kline, who has long been active in youth service efforts. In addition, I am very pleased that representatives of the Chevron Corporation, the Chamber of Commerce, and local youth service and conservation corps programs are also testifying today. The wide scope of this group indicates how broad a spectrum exists for the creation of a national youth service and conservation corps program. H.R. 717 now has 95 cosponsors, including a number of my Republican colleagues, which also testifies to the support that this proposal enjoys. In addition, as you know, my good friend Senator Dodd has introduced a companion bill, S. 322, that is also attracting a broad range of support.

Youth service is an issue that is attracting more and more attention, both here in Congress and around the country. Already, thousands of young people are working full-time in over fifty full-time youth service and conservation programs throughout the states. Some of these youth are here today, from local corps, and they are making important contributions while gaining valuable experience. Thousands more participate in these corps on a part-time basis, while many others are taking part in programs connected with their schools and colleges. Many of these programs are growing, and many other new ones are being created. In Congress, as you know, several youth service measures have already been introduced, and interest is high. In addition, I am pleased that President Bush has expressed interest in this issue, and in fact included a proposal in his budget somewhat similar to H.R. 717.

America's youth are the most precious natural resource we possess. However, our economy still often does not provide enough opportunity to find a productive and respectable place in society. Consequently, the lives of thousands of youth, and their families, have been damaged or destroyed by drugs, alcohol, and crime. Moreover, even many of those youth who are gainfully employed have turned increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow person. We as a society are partly to blame for this lack of opportunity on the one hand and of social responsibility on the other, and we as a society can and must do something about this.

There are three important factors which seem relevant to the above concerns. First, while overall unemployment has been declining for some time, as of January 1, there were still nearly 2.5 million youth from 16 to 24 without jobs, and these comprised over 37% of all unemployed. While total national unemployment is now 5.5%, youth joblessness is twice that, 11%, with rates of 9.3% for whites, 13.6% for Hispanics, and 23.8% for blacks. While there are some indications that the employment picture for youth is improving, there is still a long way to go, and many of the newly-created jobs are still low-paying, low-potential service sector tasks.

Second, the tightening of federal purse strings over the past eight years has shifted the burden for social programs to states and localities, which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has certainly made contributions but has been unable to cover all the bases. Consequently, vital community services have been cut back significantly cut back in many areas. The large federal budget deficit still facing us, which I am working hard to reduce as Chairman of the House Budget Committee, means that this trend is unfortunately likely to continue.

Finally, there are still some indications of a lack of creativity released a report a few years ago on the state of higher education that indicated a lack of creativity and civic responsibility among college students. This trend is changing, with groups such as Campus Compact actively encouraging college youth to do public-service work. However, the pressure of repaying student loans is forcing many graduates to pursue careers in which they will be guaranteed high salaries. Public service jobs are routinely bypassed for more lucrative private sector positions. A national voluntary youth service and conservation corps program, especially one with an education component such as is included in our bill, could go far toward encouraging college students to do public-service work, during and after their formal education.

I raise these concerns today because I believe that a national youth service corps program of the type before you today would have a direct impact on all of these areas, and would be a key component of a system of national service. Such a program would be an innovative means of restoring lost social services to our communities and performing vital conservation tasks. It would also provide youth with a constructive alternative to unemployment, and to solely pursuing personal gain, that would serve as a powerful lesson in citizenship.

I firmly believe that if we can demonstrate to our young people that society badly needs and values their services, we can go a long way towards relieving the problems outlined above. In addition, recent surveys have shown strong support for voluntary youth service among the American people. For example, a Gallup poll taken in December, 1987, showed 83% favoring the establishment of a voluntary program allowing youth to enroll in either civilian or military service.

In earlier testimony, I have cited the many pressing unmet human, social and environmental needs that could be met by a national youth service program. As you know, it has been estimated that up to 3.5 million positions could be filled by youth service workers, including over 1 million in education, over 700,000 in the health field, nearly 1.5 million in child care, over 165,000 in conservation and the environment, and 250,000 in criminal justice and public safety.

In addition to meeting many pressing needs, we will, by offering an opportunity to perform public service, meet the needs of many youth for a useful role in society and meaningful transition to adulthood. Millions of young volunteers and corps members have already discovered a greater sense of purpose and a renewed spirit of brotherhood through participation in community service projects. The value of such projects is evident to many young people. When youth enthusiastically enroll in the California Conservation Corps, whose motto is "Hard Work, Low Pay, Miserable Conditions," they must clearly be involved for much more than the money, and participants gain at least as much as the recipients of the services.

As I stated at the outset, state and locally initiated youth service programs such as the California corps have sprung up all over the country. At last count, there were 33 year-round state and local service and conservation corps and, including summer programs, a total of 50 in operation involving over 50,000 young people, and this number is growing rapidly. Although the programs vary considerably, they all share a common dedication to the ideals of renewed activism, social responsibility and helping youth reach their potential.

In the 98th Congress, I first introduced the Voluntary National Youth Service Act, which would establish a program of matching grants to states and localities operating youth service programs. Your subcommittee's hearings on this and on other youth service measures in September, 1985 and June, 1987 were among the first steps in consideration of youth service legislation by Congress.

In the second session of the 100th Congress, Mr. Udall graciously consented to combine his American Conservation Corps bill, which had previously passed and been vetoed, my youth service measure into one unified proposal. I greatly appreciate your consideration of this combined measure, first with four hearings last spring and then with markup in October.

The changes made during and after the amendment's consideration, with much hard work by you and your staff, made this measure even better when it was introduced as a free-standing bill in January. As you know, the program to be created by this bill would be called the American Conservation and Youth Service Corps, and will consist of an American Conservation Corps and Youth Service Corps. You are of course by now familiar with this bill and its provisions, and previous testimony that I gave before this subcommittee, and last month before a joint hearing of several Education and Labor Subcommittees, gives a full description of the bill's provisions.

This measure would lend needed support to existing programs to expand their scope while encouraging other states and localities to launch new programs. The focus would be largely at the state and local levels, yet a national program would supply the coherence. This incremental approach, preserving and encouraging local autonomy and diversity, is the type favored by many youth service and conservation programs, such as the National Association of Service and Conservation

Corps, as the beginning of a national program. As I mentioned, it is also similar to the approach embodied in the "Youth Entering Service" ("YES to America") Foundation included by President Bush in his budget. As proposed, this Foundation also envisions a system of matching grants for a variety of youth service and volunteer projects. I look forward to working with the President, and to those who support his idea in Congress, as this proposal is developed.

Mr. Chairman, H.R. 717 would not create another job training program. While these are certainly very important, the Corps strongly emphasizes service, to communities, states, and our country. This call to service is not issued lightly, and it is the entire nation, in the long run, which stands to gain the most from the more outward-looking citizenry that would develop from such a program. A national conservation and youth service corps program would offer young adults a renewed opportunity to earn a sense of pride and self-respect, and fulfill many pressing national human, social, and environmental needs.

At this time, it seems likely that most of the consideration of youth service issues by the Education and Labor Committee, and by the House, will take place in the context of the Working Group on Youth Service that the Committee has created specifically for this purpose. However, full consideration and approval of H.R. 717 by your Subcommittee would be very useful. In particular, it would help ensure that the measure will then be included in any package developed by the Working Group and by the Senate Labor and Human Resources Committee, which is also working to combine several youth service bills. Therefore, I sincerely hope that you will mark up H.R. 717, and that the bill will then be considered on its own or as part of the full package by the Committee. There is a good chance that youth service corps legislation will be enacted by this Congress in some form, and that a national youth service program will be launched. This would be a truly exciting development.

Mr. Martinez, please allow me again to deeply thank you for convening this hearing, and for all of the work that you have done on behalf of this measure and the cause of youth service. I look forward to continuing work with you on this important effort.

STATEMENT OF HON. NANCY PELOSI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Ms. PELOSI. Thank you very much, Mr. Chairman. As the member representing the Fifth Congressional District, I want to join the mayor in welcoming you, Congresswoman Unsoeld, and our colleague, Congressman Panetta, to San Francisco, especially on an occasion such as this when we can discuss an issue of such concern to country's future and to the future of our young people.

My colleague, Congresswoman Boxer, with whom I share representation of San Francisco could not be here today. But she wants to congratulate you on holding this hearing and joins me in welcoming you here. Without objection, Mr. Chairman, I would like to enter Congresswoman Boxer's statement into the record.

Mr. MARTINEZ. Without objection, so ordered.

[The prepared statement of Hon. Barbara Boxer follows:]

BARBARA BOXER
6TH DISTRICT, CALIFORNIA

COMMITTEE ON THE BUDGET
HUMAN RESOURCES TASKFORCE CHAIRMAN

COMMITTEE ON GOVERNMENT OPERATIONS

SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

COMMITTEE ON ARMED SERVICES
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TESTIMONY OF CONGRESSWOMAN BARBARA BOXER BEFORE THE SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES ON H.R. 717

April 28, 1989

Mr. Chairman and Members:

I congratulate you today for holding this hearing on the American Conservation and Youth Service Corps Act of 1989. I had hoped to be here to participate in the hearing. However, business in the northern part of my district requires my presence.

I would like you to know that I am a proud cosponsor of this legislation, strongly support it and pledge to work with you in the Congress to see that it becomes law.

Youth service is a concept which is receiving much attention in the Congress this year, as it should be. It is also a concept which is already being implemented successfully in this area and in other communities throughout the country. These programs provide an opportunity for youth to serve their fellow citizens and at the same time fill important unmet human and environmental needs. They provide the further benefit of education and training for participants.

Your approach is vital to provide much needed assistance to successful local programs such as the San Francisco Conservation Corps to enable them to better accomplish their goals and expand their programs. In addition it would provide funding to stimulate the creation of new programs in areas as yet unserved.

I am sure the information which you gather today will be very useful in pursuing passage of this important measure and wish you well in the hearing.

In friendship,

Barbara Boxer

BARBARA BOXER
Member of Congress

BB/ber

Ms. PELOSI. Thank you, Mr. Chairman. As you can see, our mayor has made some statements about the San Francisco Conservation Corps that I would like to associate myself with.

But before I do, I would like to say, Mr. Chairman, that I appreciate the opportunity to participate in this important hearing today. I commend you and the Subcommittee on Employment Opportunities and Congresswoman Unsoeld on your outstanding work on behalf of the young people of this country and look forward to working with you on your efforts to establish a National Youth Service Corps.

I also applaud Congressman Panetta's leadership on this issue, especially since he is here one day after finishing the budget, not even 24 hours. There is still only 24 hours in the day, right?

I can say without any question that all of the good things that are on the budget are there because of the hard work and perseverance and values of Congressman Panetta.

Thank God, he is the chairman of the Budget Committee. His introduction of the Youth Service Corps Act of 1989 has provided us with a vehicle around which to build support for this needed program.

We all have testified to the fact this nation's youth are clearly in danger. Drug use and related violence are on the rise. Over 4 million high school students dropped out in 1986 and many of them have never entered the work force.

Of those students who have graduated from high school, many cannot read. As Senator Paul Simon said in the Senate debate on March 8 on Youth Service, "There are now more black college aged men in prisons than in universities." It's a sickening thought, isn't it? It's so sad.

We can no longer afford to let this situation continue. Pennsylvania State University has estimated that our failure to educate and train disadvantaged young men and women for employment costs Americans $225 billion each year in lost productivity, welfare payments and expenses related to crime prevention and the criminal justice system.

The drug crisis we are facing today in cities such as San Francisco is due in large measure to the lack of alternatives such as job training, recreation and continued education. Clearly, we need programs which can provide these alternatives for young people.

The National Task Force on the Next Generation reported this month that, if a national program for youth is not implemented, we risk raising the first generation of Americans which does not have the same opportunities that were available to its parents.

As the mayor said, we are all very proud of the San Francisco Conservation Corps. Our friend, Justice Anthony Kline, has been the driving force behind this and the corps has been extremely successful in providing work skills training for young people. It has also provided a service to our national park system which I am very interested in.

Through its work with the Golden Gate National Recreation Area, the corps is a model of how government and business sectors can work together to provide exciting new alternatives to young people. I am pleased that the Corps Director, Robert Burkhardt, will be testifying today.

Several Congressional proposals for a National Youth Service have emerged on the scene. I believe that Chairman Panetta's H.R. 717 will be successful. I believe any proposal can be successful if it depends on a voluntary rather than mandatory service; that it must provide literacy and other educational training.

It must include job counseling services, must have private sector support and involvement, must not result in the displacement of adult workers, and I know you have worked closely with Chairman Panetta on that issue, and must work in concert with existing youth corps organizations throughout the country, as Mayor Agnos mentioned.

For these reasons, I am proud to be a cosponsor of H.R. 717. I am confident we can pass the National Youth Services Bill which incorporates these important ingredients.

I look forward to the testimony of the Bay area experts in this area. Their insight and experience will add immeasurably to the crafting of a successful National Youth Service Corps. Again, I thank you for coming here with this important issue. We talk a lot about how we have to change things for the next generation.

I cannot let this occasion pass without saying, as we celebrate our successes in San Francisco, our magnificent city of which we are so proud, as Marty knows, we have no right to celebrate any of these successes when in the shadow of that success, the shadow of these magnificent structures which are part of the economic life of our city, in the shadow of those buildings are people without hope, without opportunity, without any thought of leading the kind of life they deserve.

The mayor said it very well, "the life of getting up, going to work, coming home, being part of the system." So, your work is very important and we are putting a lot of hopes on it.

I wish you much success in the passage of the legislation. I hope that this hearing will contribute to that success. Thank you again for coming to San Francisco. Thank you, Mr. Chairman.

Mr. MARTINEZ. Thank you very much, Nancy. The first question I have is of the mayor. You are mayor of one of the largest cities and communities in the nation. It's a very important city because it is a focal point of so many business activities, like banking and financing activities.

Certainly, there is a lot of wealth connected with that. Somewhere in the process, they have a responsibility, not that they have denied it because here in the center here in San Francisco, I know Chevron is very heavily involved.

But, the Federal Government has for over eight years of trying to—I look at it as absolving itself of responsibility—cut back more and more on help to cities. The economic development block grants, the revenue sharing and all these things that they have done away with.

What they have done is created a very tight economy for cities and governments to operate with. Then Proposition 13 added to the woes of the cities in California.

There are a lot of services that were provided, and maybe even taken for granted by the citizenry, but the city, in trying to meet the mandate of the State of California in balancing their budget, have had to cut back. These jobs go undone.

I have heard this mentioned in Governor's conferences, in Mayor's conferences. Yet somehow, there are members of Congress who seem completely ignorant to all of this and completely ignorant to the fact that, as Leon has stated, "There are these jobs that are going undone," the number of jobs in the area of conservation.

In those jobs, they are not only suffering from those jobs going undone but they cannot even recruit for the slots they have available because they have been used to getting the cream of the crop from those in universities who wanted to go into Forestry. They are not getting them anymore because the pay is not high enough.

Meanwhile, there is another level of people or level in the economy who would look at that kind of a job and that kind of a salary as very rewarding. But, there is no mechanism to get them into these jobs. The Conservation Corps would move them towards the training and experience they would need.

That same principle holds true in the cities. What I would like to know from you, as a mayor, how do you feel we can get this across to these people how desperatly need these services?

There is a pool of people for a minimum wage stipend, they are going to provide that, but because they are going to get education benefits and work experience and all the other attributes that go with making yourself a self reliant person. Have you got any ideas on how we can get this across to this group?

Mr. Agnos. To which group of people?

Mr. Martinez. To Congress, the Members of Congress who are reluctant to understand that there is a problem.

Mr. Agnos. I think from my own experience as a legislator, and I do not think it is that much different even though its a higher body in the Congress, is that people respond to success.

I think that as we show them time and time again that the limited resources have been used so creatively and imaginatively to create success stories, like David and so many others, that the most disengaged member of the legislative body cannot help but respond to a successful story that means someone has turned their life around.

I hope through hearings such as this and the representation of the various members who care about this, and I think its a growing number as they come back from the districts and cities that they represent, that the kind of stories you will hear today, and that you have heard from our testimony here this morning, that it will help you and Congressman Panetta with the successful stories.

I have found even the most conservative members of the legislature, in both parties, respond to seeing money well spent for successful conclusions in human programs. I think that is really the key to getting this story out there to your colleagues.

Mr. Martinez. I think one of the things that we have got to emphasis, Leon, is the fact that they are matching grants. You take the amount that was estimated being spent here, $3 million, that would instantly leverage into $6 million.

My last question to you, Mr. Mayor, is do we have any idea in the San Francisco area what percentage of the eligible population we are reaching with this program as it exists at $3 million?

Mr. Agnos. I do not know. Bob, do we have——

Mr. **Burkhardt**. Its minuscule. We could put 500,000 kids to work were the funds available. There is certainly young people——

Mr. **Agnos**. In the Bay area.

Mr. **Burkhardt**. The Bay area, much greater than that when you add Oakland, Marin County and South Bay, it could be easily 5,000 more people to work. So, any moneys that we get are going to just reach out a little bit farther.

Mr. **Agnos**. Well, I was out to Hunter's Point and Bayview Area, we had some of those things that happened in other parts, the drive by shootings in Sunnydale. These young people consistently say they want something to do.

They are beginning to understand that the quick, easy money that comes from the dealing and trading of drugs has a very short duration. When I ask them, "How many guys do you know are around now that were selling drugs five years ago?" They could not remember any from five years ago, because they have either been put in prison or somehow have hurt themselves irreparably and they are not around.

So, they are beginning to get the message that they need to do something that may not be as spectacular economically, but certainly much more reliable. I think that they are ready, if we can come through with the kind of opportunities that this kind of program represents, combined with others.

Mr. **Martinez**. Leon and Mo Udall and I have put into the bill what we really considered to be the kinds of services that are needed. In these hearings, for the record, I would like to get a reaction from you.

What are the services that have been diminishing on a local level, the kinds of services that are required that maybe the city used to do before or maybe they did not even do them before because they are new services that the need has arose for, like child care? Child care has really seemed to spring up, the greater need for it, more recently.

Mr. **Agnos**. Obviously, child care is an important one. We are using some of the money that we get from the Federal Government very creatively to leverage, as you said, with matching grants, not only from the Federal Government but also from the state and private foundations, and creating a whole series of neighborhood child care centers throughout our city that offer a great deal of potential.

Without taking you through the whole continuum of care that we might need and services, if I were to point to one, in addition to the ones we have talked about extensively in our hearing today, I would point to the need for youth workers to be able to go into the streets and work with the young people throughout our cities in some of the toughest neighborhoods to talk to them about what it available, whether its the Conservation Corps or other employment programs because they simply are not getting the message through the traditional information outlets.

We need to establish the kind of relationship that simply does not exist today. When I go talk, quite frankly, as well-meaning as they are, with ministers and labor leaders and teachers, they simply do not know these young people. They have not had an opportunity to get to know them in the way that we used to because of the hucklety-buck of modern urban life.

I would like to see us begin to stretch this kind of program and add to it components of youth work that means going into those neighborhoods and talking to them on a regular basis so that we can establish new kinds of relationships that lead them to the employment programs and the other kinds of services that we have for them.

Mr. Martinez. Taking off from that, one of the things that I have heard, and I guess both of you have heard in Congress, the people that are critics of this that express skepticism that what we are doing here really is not necessary because there are a lot of programs out there already. How do we answer that? I would like both of you to respond to that.

Mr. Panetta. Well, Mr. Chairman, there really is no good program that tries to provide these incentives at the local level. In other words, what we are targeting here are for communities like San Francisco, the State of California, other communities that want to design these kinds of service programs at their level to meet their needs within their own society, to be able to provide incentives for them to do, not to impose either a job training program or a job corps program on top of them.

What we are saying is, you are the ones that have these problems. You are the ones that needs to develop these incentives. You design these programs so that they work at the local level. We will provide the incentive. I think its the best form of partnership to try to deal with these problems.

In the past, we have always approached these problems by saying the Federal Government ought to impose our design here. This is what you should do. This is how you should do it. That is great but all we wind up doing is building a lot of bureaucrats into the system without really delivering the services on the other end.

What we are trying to do here is say, "Look, we'll provide some of the resources, the incentives. You design the program to make it work."

Mr. Martinez. Nancy?

Ms. Pelosi. Yes, Mr. Chairman. I think that with some of our colleagues, of course, we talk about the dignity and worth of every person and that person's chance for opportunity. If that does not work, we talk about, as you know, their enlightened self interest.

While this may not benefit them immediately, it certainly in the long run benefits everyone to have a society where everyone has more opportunity to be productive. But those things also fall on deaf ears. The comment that the mayor made about convincing him and his more conservative colleagues about the cost effectiveness of this kind of program.

As I mentioned in my testimony, at least $225 billion each year could be lost to our economy because of productivity that is not there and because of money that has to be spent on crime and welfare and others. I think that any solutions about our future have to be grounded on the economic development of the community or people who have otherwise been deprived of opportunity in past.

This is one form of promoting that economic development by furthering the idea of self sufficiency and of people becoming trained to be active participants in the economic life of our community.

So, while many of our colleagues respect the worth of every person and many know it's in their long range interest to have a society that, even if they do not care about people, they care about themselves. They are better off and their children are raised in a society freer of crime, etc.

The money argument should be one that makes the case. It's an investment. We have been told over and over in Congress there are two things to consider when you want to spend a dollar. Is it subsidized by the beneficiaries? We have gone through that now with catastrophic.

Can you prove that it is an investment? We know, for example, that the Head Start Program is a good investment. It has been around long enough for us to prove that it saves money, many times over, to invest the money in Head Start.

I think the case could very easily be made for the Job Corps that it would save money, billions, in the long run, in addition to being good for the health of our country. So, I have talked money to our colleagues, I guess it comes down to that.

Mr. **Martinez**. I guess what it amounts to is we have got to start doing commercials like, "Pay me now or pay me later." When you consider the cost of incarceration, I think its a lot easier for us to educate more of these people than to incarcerate them. It would certainly cost a lot less.

Maybe if we start talking in terms of cliches, where a stitch time, saves nine, they might begin to understand. Whether its minority or nonminority young people, if we invest in them now, they are going to return that money we invested.

One of the best examples is the Job Corps. For every dollar invested, it returns to us $1.40. Most business people would love to make a 40 percent profit. Ms. Unsoeld?

Ms. **Unsoeld**. Thank you, Mr. Chairman. I agree with you, Mayor Agnos, that the way to get this bigger message out, this bigger picture, is through those emotional pulls of individual successes because the statistics, however impressive, are not alone why we do it.

There has got to be that emotional grab. When you first got started, what was the lure? How did you get these young people into the program? I imagine, as the word got around eventually, its been word of mouth. How, initially, did you pull them into the program?

Mr. **Agnos**. I'm sorry. I am going to defer to the people that will follow me who can give you the answers because they started it up. Justice Kline is here, Robert Burkhardt. I think they will give you a more specific and detailed answer.

But you are going to have an opportunity in Congress, now that the Administration has decided to run Washington, D.C. as a city, to observe first hand what those of us here at the local level are experiencing on a day to day basis. I think that you ought to create some kind of an outreach program in the Congress where Members of Congress who are working on various problems, particularly as they involve youth and drugs and all that, go out and simply go right outside the Congress's front door and down the street a couple of blocks into D.C. They will see on a day-to-day basis exactly what we are struggling with and what is working and what is not working.

You do not have to go too much further than a few blocks away from the very halls that you are working in. I hope that since the Administration has decided to make a laboratory out of the city that the Congress will observe it on a first hand basis.

Mr. **Panetta**. If I might comment on that? As Marty Martinez knows, we did hearings on this issue in New York City, looking at their Job Corps City Corps Program that they have in New York City.

When they initially fashioned it, kids who go into these programs approached it in a very cynical way. They are not sure what this is all about. They are not sure whether its going to be productive at all.

These are kids from the streets who really have a concern about whether or not this is going take them anywhere. So, they had to do a lot of interviews. They did a lot of interviews with a number of the first time volunteers.

Mostly, they got those volunteers into jobs whether it was in nursing homes, senior centers, in health care areas, in child care areas. Once they got involved in those kinds of programs, once they were helping people with problems, they got turned on.

They ultimately combined with the incentives for education that are part of the program. It became a very meaningful experience for them. They all were able, not only to advance themselves, but the word got out into the community.

Now the program is just like, I am sure, the program here locally. The amount of kids you could serve, that are interested in these kind of programs, is overwhelming. You just cannot fit them in because of the resources.

But once you can take somebody and give them a sense of service that what they do helps someone, means something, that is how you spark this program. I think that is the key to making these programs work.

Mr. **Martinez**. That was a beautiful hearing because you had the members of the Youth Corps there testifying. Their enthusiasm was in no way faked. I mean you could see that this program was near and dear to them. It really came through.

Ms. **Unsoeld**. That is all.

Mr. **Martinez**. Thank you, Ms. Unsoeld.

Ms. **Unsoeld**. Thank you.

Mr. **Martinez**. Let me thank all of you for appearing before us today. Hopefully, we are on the road to a success in the passage of this bill. Thank you.

While this panel is leaving, I would like to take an opportunity to do something I should have done earlier, introduce Andy Hardman who is representing Bill Goodling, the ranking minority member of the committee who is also a very, very good friend of all these kinds of programs.

With that, I would like to announce the next panel which is Mr. Anthony Kline, Judge, California Court of Appeals, Mr. Rod Hartung, Vice President of Public Affairs, Chevron Corporation, Mr.

Larry McCracken, President of McCracken, Wilcox and Bertoux, and Mr. John O'Brien for Mr. Lee Roy Looper, Executive Director of Reality House West and Mr. Dan Flores, Union representative of the labor unions.

If all those people are here, will you come forward? Good to see you again, Judge Kline.

Judge **Kline**. Good to see you, Congressman.

Mr. **Martinez**. Larry, its good to see you again too.

Mr. **McCracken**. Nice to see you, sir.

Mr. **Martinez**. Who are we missing here? If these other people are here, Mr. Dan Flores or Rod Hartung? Very good. We will get started with Judge Kline. Judge Kline?

STATEMENT OF HON. J. ANTHONY KLINE, JUDGE, CALIFORNIA COURT OF APPEALS

Judge **Kline**. Thank you, Mr. Chairman. I have submitted a written statement. I won't simply read it. I would like to focus on a couple of issues that I think are particularly important and answer any questions that the panel may have.

Let me start off by thanking you, as the other witnesses before us did, for you both taking the time to come here to San Francisco to give us an opportunity to express our views. We very much appreciate that.

My interest in this subject stems from the fact that several years ago, I was the Juvenile Court Judge here in San Francisco. As a result of that experience—with some others, the superintendent of the school district and others here in San Francisco—I was involved in establishing the San Francisco Conservation Corps.

I do not want to spend time in my direct testimony talking too much about the San Francisco Conservation Corps, although I am happy to answer a lot of questions and hope that if you have any, you will put them to me as well as to Bob Burkhardt who is going to testify in the panel after me.

I want to say something about the model of youth service that the San Francisco Conservation Corps represents. What we have been talking about here at this hearing this morning is one particular model. It is the model of an urban conservation corps.

That is the model that the San Francisco Conservation Corps, the East Bay Conservation Corps, the San Jose Conservation Corps, all based here in the Bay area, essentially, pioneered. We are only five years old and we are the first urban conservation corps in the country.

The group of young people that this particular model addresses is essentially the high unemployed, inner city youth. But I do not want to create the impression that those of us who have been involved in this youth service movement are asking the Congress to support only this particular form of youth service.

We are also asking you to support, I believe that H.R. 717 would support, campus based youth service programs, school based programs, summer volunteer programs. I do not want to focus on them but I do not want to leave the impression that we are asking you to support a narrow form.

I also should point out, before I go any further, that I am on the Board of Directors of Youth Services America. I am also on the Board of Directors of the San Francisco Private Industry Council which administers a Job Training Partnership Act. I want to say a little bit about that also as I go on.

The second point I want to make is that I am here supporting H.R. 717. But its the original H.R. 717 that enthuses me the most, the incorporation into the bill of the American Conservation Corps Act which Congressman Udall inherited from Congressman Siberling. I testified in the 98th Congress working with Saul Burton in behalf of Congressman Siberling's bill.

At that time, I was for it. A different thing was going on this country at the time. The American Conservation Corps Act was the best that we could hope for.

I think that the sensibility of Congress, although it may not rise to your high expectations, Congressmen, and I share your views in this, I still believe that there is a much, much greater sensitivity and interest in the Congress, as well as in the nation, to this problem than there was at the time that Congressman Siberling was waging a very lonely battle.

It was remarkable, it seems to me, that he got that bill to the President's desk. Regrettably it was vetoed. But the reason that I like the Panetta—bill and I am not so particularly enthusiastic about the Siberling/Udall part of it—is because I agree with the testimony of Congressman Panetta that you should let a thousand flowers bloom.

There is not one form of youth service that ought to be defined in Washington and controlled by bureaucrats in Washington. If we have proved anything here in California, its that there are different forms of youth service. The Marin Conservation Corps is very different than the San Francisco Conservation Corps. Conservation Corps now exist in Tulare County, a very rural county, that are very different than the ones in San Francisco and the one that recently began in San Jose.

So the needs of a particular community can be easily be reflected in the form of youth service that works best in that community. It is for that reason that I, very much like most people in the field who are familiar with Don Everly and others who have worked in this area, am much more enthusiastic about the Federal matching provisions than they are the other provisions.

I also ought to point out, that one of the virtues of the Federal matching provision that Congressman Panetta did not identify is that what it does is it forces a community to build a political constituency. It forces those who want to start the program to build their roots in their own community.

We could not have had the success that we have had, and I think that we are having, I really do believe that the program we have in San Francisco is not only the oldest but the best. One of the reasons it is the best, although by no means the only one, is that it has developed over the years a strong base in this community.

The idea of youth service is an old idea in the United States. Franklin Roosevelt adopted the idea for the old Civilian Conservation Corps which he began in 1934 from ideas of William James that were developed at the time of World War I.

What has happened is California, in 1975, took the Federal program and brought it down to the state level. What has happened in California in the last six or seven years is we have taken the state program and brought it down to the local level. It is at the local level that the program is the best for many reasons.

For one thing, you can do it without a residential component. You can do it less expensively. Second, you can connect it to people in the community. You can get employers interested in it. You can develop loyalty by large employers by hiring graduates of the local program, a loyalty they will not have to a statewide program.

The idea of youth service at the Federal and the state level is an abstraction to most people. They are for it. There has always been support for youth service in this country. Somebody once described it as being a mile wide and an inch thick.

If you ask somebody, would you support a youth service program that would take high unemployed inner city kids, put them to work in a highly disciplined work program performing public service, everybody is for it. But it has been very low on everybody's political priority because it is an abstraction.

When you take these kids out of the wilderness areas and out of the rural areas and out of the backwoods and put them in the central city, so that they are taking graffiti off buses and they are putting play structures in public houses projects, and they are painting senior citizen's homes and they are cleaning up the parks and engaging in recycling activities and planting trees in your neighborhood, its no longer an abstraction.

You can relate to the qualify of your own life. You can build a political constituency for youth service in the city that Franklin Roosevelt and Jerry Brown were unable to build on a Federal and a state level. That is one of the things that we are about and that is one of the reasons that the Panetta bill seems to me to be the proper approach.

I think there are some improvements that can be made in that bill. For example, I believe that funds ought to be provided to mayors and to governors and to other elected officials who come up with a local match and who have an incentive to be creative, to be entrepreneurs, to be what somebody once described as civil entrepreneurs. That is really what has been happening here in California.

Incidentally, before I leave this subject, and I only have one other so I won't be too long, we have in California essentially pioneered a test tube of the Panetta bill. Our legislature, after Congressman Martinez left, enacted something called a Beverage Recycling Bill, a bottle bill. This bottle bill has provisions in it that provide funds for local organizations called community conservation corps. If a city that meets the definition under the California Public Resources Code, has an organization that meets the California statutory definition of a community conservation corps, it gets state funds under this bottle bill.

As a result of that bottle bill, conservation corps have been created in San Jose, in Los Angeles, well, the Los Angeles program existed prior to the bill, Long Beach, San Diego, and several other cities in the state.

Under the California legislation, the bottle bill will only provide up to 75 percent of the funds for the program so there must be a local base. It is a little different sort of a matching arrangement. But there has been an enormous response, very, very quickly in all of the cities that qualify for that support.

My last subject has to do with the point that I originally made. As I pointed out at the outset, the particular form of youth service that we are engaged in in San Francisco, and which most of the youth service programs in this state address, is the high unemployed inner city youth.

The center of the programs is youth service. We are building character. We are a socializing experience for young people. But we are also providing something that is desperately needed.

Congresswoman Unsoeld asked the mayor at the outset, "Why are people going into these programs?" Well, it's different now, but at the outset, it was money. We pay young people.

We pay them, not very much. I think most of what we give them is in the nature of psychic rewards. But we do pay them money. We paid them, at that time, the minimum wage. Now, we are paying slightly more than the minimum wage at entry level. So, we are an employer.

Indeed, the San Francisco Conservation Corps may be the biggest single employer of inner city youth in this city. We are now on a par with McDonald's and fast food outlets. We are basically where you go for an entry level position.

It has been very frustrating to us for people who are engaged in the employment, in the job training, in the problem of youth unemployment in this city, who administer Federal funds, it has been very discouraging to us to see that they have a very narrow idea of job training.

We are job training. But we believe that conventional job training programs in this country have been a dismal failure. This is not simply my view. There are enormous studies on this subject.

The reason that conventional job training has failed is because it is based on the false assumption, among other false assumptions, that the biggest obstacle to keeping a young unemployed teenager out of the job market is the lack of a job skill.

The lack of a job skill is a problem. But it is not the biggest problem. The biggest problem is the lack of a life skill, a lack of those attributes that the mayor was describing.

You show up on time. You can deal with coworkers. You can relate to authority. You have a sense of accountability. Those are the most important skills that are necessary to get a job.

The fact is that most large employers do not require particular job skills for entry level positions. The biggest employer in this city is Pacific Telephone. You do not have to know how to fix the phone for them to hire you at an entry level position. They will teach you how to fix the phone.

What they cannot teach you are these fundamental life skills. That is what we are engaged in. We are engaged in what I believe is the single most important aspect of job training for the most hard core structurally unemployed in the United States.

There is no reason why that should not be acknowledged by the Congress, not in this bill particularly, but in the Job Training Partnership Act. I am informed that Senator Kennedy on the Senate side is going to have a title in his bill.

It's going to be Title V on his bill that is going to address this aspect of the Job Training Partnership Act and because Senator Kennedy was coauthor of that bill, his interest in reconsidering the connection between the Job Training Partnership Act and Youth Service seems to me to be important.

Now, the Chairman of your committee, Congressman Hawkins, I believe has a great interest and an historical involvement in the Job Training Partnership Act development and the record of that Act since it has been passed.

What I am proposing, and I state this in my written testimony and I won't go through at length, is essentially that this act amend parts of the Job Training Partnership Act to broaden the concept of job training that is embodied in that statute to do things, such as removing some of the categorical constraints by providing stipends so that low income young people can afford to be in a job training program and, essentially, to permit the private industry councils in this country who really are the private part of the government, private partnership, to be creative.

It is no accident that the San Francisco Conservation Corps was created nominally by the San Francisco Private Industry Council. I was a member of the Private Industry Council.

It was in that capacity that I was the chairman of the subcommittee that started the San Francisco Conservation Corps. But we did not do it with the Job Training Partnership Act funds.

I could on at greater length. I had some other thoughts and I would be pleased to answer questions at an appropriate time.

[The prepared statement of Judge J. Anthony Kline follows:]

Testimony of
J. ANTHONY KLINE
Presiding Justice, California Court of Appeal
First Appellate District, Division Two
before the
Subcommittee on Employment Opportunities
San Francisco, April 28, 1989

Mr. Chairman and members of the Subcommittee I very much appreciate your coming here to San Francisco and providing an opportunity many of us would not otherwise have to express our views.

My interest in the subject of youth service was kindled many years ago when I served as a juvenile court judge in this City. As a result of that experience I helped create the San Francisco Conservation Corps, whose Board of Directors I now chair, and similar programs in Los Angeles, San Jose and elsewhere. I am also a member of the board of directors of Youth Service America.

I do not want to take too much time describing the San Francisco Conservation Corps. Mr. Martinez has taken the time to actually visit our program and I know that Mr. Panetta and other members are also familiar with it. Suffice it to say that the municipal conservation corps that have proliferated throughout California in the last several years are now among the most successful and visible models of youth service that we have in this nation.

There are some unique things about this model. Its central goal, of course, is to provide a socializing and character building experience for young people. In the course of doing this urban corps produce desperately needed jobs for high unemployed youth. Thus they are addressing what I think is the most pernicious domestic problem confronting us today: the hopelessness and despair of millions of inner-city youth which expresses itself in drug and alcohol abuse, criminal violence, and intractable welfare dependency.

One of the most effective ways in which to engage young people and develop their civic consciousness is to involve them in public service. Thus the type of work they perform in a community conservation corps is precisely the type the community needs to have done. Corpsmembers remove graffiti from city busses, build play structures in public housing structures, rehabilitate senior citizen housing, restore and maintain the physical environment and engage in a broad array of recycling activities. Many of these things -- which bear directly on the quality of life of the entire community -- would not be done if a community conservation corps did not exist.

The San Francisco Conservation Corps was the first municipal conservation corps when it was founded just five years ago. There are now scores of others across the country, and new programs are springing up at an increasing rate. However, as successful as many of these programs are they collectively represent just a drop in the bucket of need. The number of young people participating in all the full time and summer corps programs in the nation is only 60,000, and about half that number are in two or three month summer programs.

Promising developments in Congress, such as the hearings you are conducting, persuade many of us that the situation may soon change dramatically for the better.

* * *

There are three points I wish to make today:

1. Congress should not attempt to define youth service narrowly. As committed as many of us are to the community conservation corps model, the San Francisco Conservation Corps is not asking Congress to confine its support to the single form of youth service we represent. On the contrary, we believe there are many different forms of youth service -- school and campus based programs, for example, and summer volunteer programs -- that are equally in need and deserving of federal assistance. A form of youth service that works in one community may not work in another. There is now a feeling of vitality and creativity in the youth service network that is developing nationally. As our program demonstrates, this vitality is in large part the result of innovations initiated by what have been described as "civic entrepreneurs." The use of a strict formula for allocating federal funds would destroy flexibility and discourage creative thinking.

2. I believe Congress should consider an alternative to the conventional model of a government administered program. Provisions of H.R. 717 that trace from the American Conservation Corps Act introduced in the last Congress are, frankly, troubling, because they involve excessive administrative cost and unduly centralize administrative power

in Washington, which by and large is not where things are happening. The parts of H.R. 717 that rely on matching funds seem to me much wiser. This funding device involves much less bureaucratic expense and centralization and will stimulate the development of local support, which is essential to the success of any local program.

3. My final point is that there is a relationship, and it should be acknowledged, between some forms of youth service and the Job Training Partnership Act (JTPA).

As I mentioned at the outset, municipal conservation corps in California are primarily addressed to inner-city youth. These young people are suffering the highest unemployment levels in America: they are the "structurally unemployed." JTPA has failed these young people because it is based on the false assumption, among others, that the lack of a conventional job skill is the major obstacle to their employment. In reality, the major obstacle for these youths is not the lack of a particular job skill, but the lack of life skills, such as basic literacy, punctuality, accountability and so on. Without these skills and the desire to improve oneself a person cannot effectively be taught a job skill and will not find and keep a job. Because urban conservation corps, usually based on a highly disciplined public work program designed to build self-esteem and a sense of personal responsibility, are an effective job-training program for structurally unemployed youth, JTPA funds should be made available to them. This can be done by giving the Private Industry Councils that administer JTPA funds at the local level the flexibility to be creative; for example, by removing the categorical restrictions that encumber the use of JTPA funds, by permitting funds to be used to finance basic literacy programs for school drop-outs, by authorizing the use of stipends so that poor children can remain in useful programs.

My point, in short, is that youth service cannot be made meaningful for the millions of young people mired in poverty in our central cities unless it is related to one of the root causes of their despair: unemployment. JTPA is one of the vehicles through which this can be accomplished and there are connections that must be made between that Act and the one you are now fashioning.

I want to thank you for the opportunity to testify today and to wish you well on your mission.

STATEMENT OF LARRY McCRACKEN, PRESIDENT OF McCRACKEN, WILCOX AND BERTOUX

Mr. McCRACKEN. Thank you, Mr. Martinez, Mr. Chairman, Ms. Unsoeld. I am here as Past President and Cofounder of the Sacramento Local Conservation Corps, also as a representative of the Public Safety Committee of the Sacramento Metropolitan Chamber of Commerce which helped developed, as your Private Industry Council did in San Francisco, we helped develop legislation that was able to fund our corps in Sacramento four years ago. I am also here as owner of a private business, a human resources consulting firm and as a police officer. I have been a reserve police officer working the street for 13 years. So, I think I have a rather unique view of some of the problems as well as some of the solutions.

I most certainly echo many of the things that Judge Kline has said about the impact on youth this concept of a local corps can have. I am here to state openly that the Board of Directors in the Sacramento Local Conservation Corps certainly do support the passage of H.R. 717.

We feel that the establishment of the National Youth Service Corps as a concept will offer real life job skills to an awful lot of young people that do not have that opportunity in their life. Many of the people that we find coming through the Sacramento Corps come from welfare families where the father has been on welfare, the grandfather has been on welfare, and now its my turn to be on welfare.

We really believe that the human psychology wants to work and earn and have self respect and self esteem. That comes from producing something that you can be proud of in most cases. We give people that have never had a chance, because of their social or economic status, to break out of that mold.

We have the tremendous draws of crack cocaine and the other types of drugs that offer tremendous profits through criminal activity, right at their front door, beating them up everyday at school, offering these avenues to them. We really feel that most people are relatively honest in their needs and their desires to grow in life. They do not want to participate in those kinds of programs.

While many of the people have already been caught up in that wave and are lost to this society, unfortunately, there are an awful lot of people behind that wave that have not fallen into that trap yet. Those are the people that we want to address, that we want to give an opportunity to become productive human beings and contributing citizens in our society.

That is not a dissertation on society in the United States. But it is a real true life situation in the streets of Sacramento and the streets of San Francisco and literally every other large city in this community and many rural areas as well.

We find in the Sacramento Local Conservation Corps in the last four years we have had over 1,000 young people come through that program. Some of them are still in the program. Obviously, many of them have been successful and gone on to permanent employment with regular contractors and employers in the area of Sacramento.

We have one very nice young man that we are very proud of right now who has been with us right from our inception. He started as a corps member, worked his way up into a crew supervisor, has really gained, has gotten his GED high school diploma. He could not read when he came to us four years ago.

He now has a GED high school diploma. He just bought his own home. He is now leaving next week to go to a permanent state job. That is a success. If our program stopped today, we have been successful.

We do not want it to stop today. There are millions of other kids out there that need this exact same program throughout the United States and it does work.

If it keeps one kid from getting involved in crack cocaine or getting involved in some other type of criminal activity to be able to support a human lifestyle, then we have done the right thing. You have the opportunity to make this happen. I believe it was Mayor Agnos who said, "All you have to do is walk out the front doors of the Congress and walk down the street."

I was appalled last year when I came to speak regarding H.R. 18 before the 100th Congress. When I went down into some of the lower areas of D.C., I could not believe it. I had not carried a gun with me back there.

As a policeman without a gun, you feel somewhat naked sometimes. I felt real naked in certain areas of D.C. I could not believe it. Its right there in your front door.

Its right here in ours. In Sacramento, its certainly in our area. We can offer these kind of opportunities to young people, if the Congress is willing to so do.

I prepared a statement. Again, I do not want to read it either. I think one of the most important things I can say to you is in developing your program is that you make it absolute mandatory that there is an educational component as part of the program.

In the Sacramento Local Conservation Corps, we work young people in the field on conservation oriented issues four days a week. The fifth day of the week, they must go to our mandatory school. They learn basic reading skills, basic writing skills, mathematics.

One of the biggest problems in today's society is for the major employer. He cannot hire people that can read the instructions to operate the machines to produce today's products in our society.

The week before I came back to D.C. last May, Time Magazine's lead story was on exactly that subject that major employers were having to set up schools to be able to train entry level workers in how to read so they could read the instructions on how to operate their machinery.

Its very important that we include an educational component as part of the program. Many of the kids that enter the program will, through that educational program, leave the corps program and go back to school on a full time basis.

We find that to be a very positive separation. If we have a young person that enters our program, gets back into the learning cycle and goes back to school full time, that is as good as sending a person into permanent employment.

Some of the other points that I would like to make, if I can, have to do with the development of the corps structure itself and how the local corps are put together.

To echo the Judge's comments, probably the most important issue is a strong political base in the community and support of the community's business area, as well as the governmental, you must have the support of your board supervisors in the county or your city mayor or whatever.

But you also have to have the support of the business community. That is why we are so proud in Sacramento that the local corps was developed by the Chamber of Commerce. It is one of the greatest success stories of the Chamber of Commerce in Sacramento. We certainly are an active chamber.

We have won many, many accolades from the city, the county, the State of California, many state agencies, that we have supported in our activities. It all came from support of the business community deciding to try and do something about the criminal activity in the community.

The best way to impact a problem was to interdict it before it takes place. That is what we tried to do with developing this kind of a program. So, as you develop the program, please just do not push money at it. Money is very important.

Make sure that you require a local area match. Make sure that you require, as we do in Sacramento, as the state does with all the development of the local corps, a minimum of 25 percent local area match.

Of course, between the state money that we get and the local area match money that we get, it does not begin to pay all of our costs. We must have money from the outside. San Francisco has done a fantastic job in developing their business base.

I wish we had done that good a job in Sacramento. We have not yet, but we are certainly working on it. Again, I have about five pages of written testimony and I will end with that.

[The prepared statement of Larry Kenneth McCracken follows:]

STATEMENT OF
LARRY KENNETH McCRACKEN
PAST PRESIDENT, SACRAMENTO LOCAL CONSERVATION CORPS
BEFORE THE
UNITED STATES HOUSE OF REPRESENTATIVES
EDUCATION AND LABOR COMMITTEE
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
DISCUSSING HR717, THE AMERICAN
CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989

APRIL 28, 1989

Mr. Chairman, my name is Larry McCracken. I am here as Past President and Co-founder of the Sacramento Local Conservation Corps, Sacramento, California. I also represent the Public Safety Committee of the Sacramento Metropolitan Chamber of Commerce, from which the local corps was developed. Individually I am a partner in a human resources consulting firm, and a reserve police officer.

1. General Statements

I wish to begin my comments by stating the strong support of the Sacramento Local Conservation Corps and it's Board of Directors for the passage of HR-717 and the subsequent development of an American Conservation and Youth Service Corps.

The establishment of a National Youth Service Corps will offer real life job skills to a large segment of our society that currently is unemployed, under-educated and on Welfare. These highly disadvantaged youth will not be provided with another of society's handouts, but rather the opportunity to regain their dignity and self-esteem through education and meaningful work, being paid for learning and developing those job skills which will carry them out into the open job market.

Young people throughout the country will have the opportunity to secure meaningful employment with no experience required, to further their education, to learn important job skills, and develop a sense of purpose in their lives.

The members of the Youth Service Corps will have an ever-compounding positive effect in our communities, our civic organizations, and our natural resources. As youth pass through the program and go on to further their career goals, employers throughout the country will gain the benefit of their experience.

They will work in our local communities performing redevelopment and conservation projects which often would not be financially feasible otherwise. They will also provide a tremendous asset during and after natural disasters, such as floods, earthquakes and forest fires.

Educationally, many of the Corps members will be deficient, having dropped out of school prior to receiving their high school diploma. Mandatory educational components will not only provide basic educational skills and high school equivalency diplomas for most, but it will also reignite the desire to learn. Some Corps members will return to complete their formal education.

Our national parks, rivers and lakes will benefit as well through work in forest improvement, fish and wildlife habitat enhancement, and parks and recreation development. Watershed protection through reforestation, flood reduction through stream clearance, and overall environmental enhancement will all be direct benefits of these programs.

Another tremendous asset of these programs comes in the resource these Corps members represent during natural disasters. The experiences of the California Conservation Corps and Sacramento Local Conservation Corps show that these groups are trained, available and ready to respond during disasters such as earthquakes, floods, forest fires, and even epidemics. They also perform the needed repair work to natural resource areas following such disasters.

With many major cities such as San Francisco suffering substantial budget shortfalls, ancillary services are often the first to be cut. This program would fill many of the needs for services to the elderly, development of recycling programs, supplemental personnel to help run libraries, social service projects, and more.

This nationwide system of Youth Service Corps will provide the valuable employment springboard to thousands of young people otherwise forgotten in today's society. Tomorrow it will provide our communities with much needed public services, and our nation with an entire new strata of skilled and semi-skilled workers.

2. Specific Issues

A. Effectiveness of Existing Youth Corps

1. State and local conservation corps have proven to be highly successful vehicles for training unskilled, uneducated young people who are willing to work hard for the opportunity to get ahead.

2. In California our state's natural resources, recycling programs, and local government projects have been greatly enhanced. Often, no other method is available to achieve these results.

3. Conservation-oriented projects such as park renovation, bike/hiking trail construction, disaster clean-up and others are nearly impossible to budget for local cities and counties following California's Proposition 13 tax restrictions. Limited community service help is available through local corps, such as the San Francisco Local Conservation Corps and the East Bay Conservation Corps. Local volunteer groups also provide limited services to the elderly and invalid community. Some community recycling programs are currently run by local corps, such as the Sacramento Local Conservation Corps.

4. Today there are thousands of young people employed by California businesses who received their initial training in one of the existing corps programs. These valuable, motivated individuals are no longer languishing in Welfare lives -- they are now taxpaying, contributing citizens.

B. Critical Elements for a successful corps

1. Well-trained staff leadership
    a. Minimum headquarters personnel
    b. Trades-oriented or specialized skill-oriented supervisors
    c. Strong code of conduct, chain of command

2. Education Component
    a. Basic reading, math, comprehension skills
    b. Job employment training, including resume writing, interviewing skills, etc.
    c. Anti-substance abuse education
    d. Development of the work ethic, understanding of personal job responsibilities

3. Development of a wide variety of projects and types of work to provide the broadest base of skills possible.

4. Community-wide identity and support
    a. Provides funding enhancement through grants, etc.
    b. Provides avenues of future employment for alumni

C. Cost and Social Benefits of Youth Service Corps

1. The most recent study by the California Conservation Corps estimates a return of $1.77 for every dollar invested by the State in the program. During natural disasters this cost benefit jumps to a $2.82 return per dollar invested.

2. Long-term benefits, such as reduced welfare costs, reduced criminal activity, reduced incarceration costs, increased tax revenues and enhanced national productivity are obvious, yet impossible to detail.

3. The social benefits have already been stated in this testimony, but allow me to indicate the level of need that would be addressed:

    a. The California Conservation Corps estimates that it typically has from six months to two years worth of projects that are backlogged on a statewide basis.
    b. The Sacramento Local Conservation Corps normally maintains three to six months worth of backlogged project work, with substantially greater numbers available if manpower permitted.
    c. Tremendous needs exist throughout all communities in California for support of the elderly (delivering hot meals to shut-ins, etc.), for library systems suffering financial cutbacks, for community-based anti-drug programs (such as People Reaching Out, Sacramento, CA.), and for teachers-aide help in local schools.
    d. California is also experiencing a major growth in youth gangs and their involvement in marketing illegal drugs. Corps members involved in community-based activities like boys clubs, YMCA, and others can make peer group contact with these individuals possible. It is currently estimated by the California Attorney General that nearly 100,000 youth are involved in gang activities in this state.
    e. Community recycling programs are needed under current State law.
    f. The high school drop-out rate in California is currently in excess of 40%. Thus, thousands of young people are floating about in our society without even rudimentary educational skills with which to gain employment and create any kind of positive lifestyle.

4. This program would provide funds to local communities to develop youth services to local elderly care facilities, libraries, homeless facilities, and other social activities. Members would gain currently unavailable training which would open totally new career paths, re-establish educational goals, and promote personal civic responsibility. All this among a population of which many have never known a working family member or role model.

5. Certain Corps members will be young people who might otherwise end up in youth gangs and violent criminal activity. A positive alternative is often all a young person needs to be able to make the right choices in life.

6. As the owner of an executive search and human resources consulting firm, I see daily the need for well-developed work ethics, a solid educational base, and a mature sense of one's goals. Lifelong employment opportunities will become a reality to many through this program.

7. Our nation's businesses are being forced to retrain and reeducate new employees in basic reading and mathematics skills. Current applicants are often unable to provide skill levels adequate to operate or even read instructions on today's sophisticated machinery.

III. The Sacramento Local Conservation Corps

The SLCC program grew out of an organizational task force formed by the Public Safety Committee, Sacramento Metropolitan Chamber of Commerce, in 1984. Legislation for the State funding was authorized by Senator John Garamendi under Senate Bill 2094 in November, 1984. It is a register 501 C.3. non-profit, independent organization.

Since January 1, 1985, the Sacramento Local Conservation Corps has employed 1000 Corps members and performed approximately 200,000 man hours of community service throughout Sacramento County. (The California Conservation Corps has trained over 37,000 people in it's 11 year history.)

The Corps is designed to assist unemployed youth, ages 18-23 years old, in developing a basic work ethic, employable job skills, and improving their educational foundation. Promised are "hard work, miserable conditions, and low wages." Yet many young people strive to participate in a program that is often a totally new way of life to them.

The SLCC is heavily involved in local project work, including the renovation of local parks and outdoor community areas, disbursement of free smoke detectors to the elderly or needy, clearing of clogged streams and floodways, and much more. During the 1986 flood disaster, the crews worked long hours shoring up levees in the river delta, then were heavily involved in reconstruction of the American River Parkway afterwards. Later they built new running/hiking paths throughout the parkway system.

One day each week all Corps members must attend educational classes geared toward their level of competency. Classes are held in the SLCC facility and taught by accredited teachers from a local school district. Further, they receive instruction in resume construction, job hunting and interviewing techniques. Anti-drug education is also a regular subject.

The SLCC has become a major community resource, lauded by city, county and state officials. It's members will continue to represent a community asset as they become employed, involved citizens.

Thank you for the opportunity to address this committee on these important issues.

Respectfully submitted,

Larry K. McCracken
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STATEMENT OF JOHN O'BRIEN FOR LEE ROY LOOPER, EXECUTIVE DIRECTOR, REALITY HOUSE WEST

Mr. O'BRIEN. Good morning, Chairman Martinez, Madam Unsoeld. I am appearing here today on behalf of Mr. Lee Roy Looper who regrettably was unable to attend.

Before presenting his testimony which we have spent the past week working on, including preparation for the question and answer, I would like to address a few remarks of my own here about House Resolution 717. Before I do that, I would like to give you an idea of my own particular expertise.

I am 56 years of age. I served 5 1/2 years honorably in the United States Navy during the Vietnam era. Sixteen years of my adult life have been spent as a Scout master, neighborhood commissioner and on leadership training.

Presently, the past three years, I have been involved in the solution of homelessness. I am a member of the Steering Committee of the Homeless Task Force and of an outshoot of the Homeless Task Force, the Program Committee.

The Program Committee's sole function is the solution of homelessness and all its causes. You will hear many times throughout these testimonies people saying they do not know the causes of homelessness. We do know them. We have over 20 of them identified.

I am bringing this out for a reason because in plain, simple fact, if this program is to work and to help people, it must address homelessness as such because that is the reason why the youngsters do not have that education.

Of the people I know who are homeless in San Francisco, better than half of them are the homeless in consequence of just one single cause, child abuse. That child abuse has been aggravated also by many other dysfunctions of our society.

With that, I want to point out what I am seeing that I do not particularly like about H.R. 18. But I am going to do it with a concrete example.

Mr. MARTINEZ. H.R. what?

Mr. O'BRIEN. H.R. 18.

Mr. MARTINEZ. We are here discussing H.R. 717 which is a Youth Service bill.

Mr. O'BRIEN. I saw this note at the bottom and I thought that was the number. I am speaking of H.R. 717, sir. There is a couple of little things that I would like to really call your attention to. The only way I can do it is to illustrate some broad legislation of some 30 and 40 years ago that is still in effect and is still creating homelessness.

That is the AFDC regulations. In some cases when the programs were first set up, families actually got divorced so that the woman and the children would have supper. In point of fact, that AFDC program actually is an engine of homelessness all by itself because its not helping people create true homes.

It is in true homes where people really learn how to live like human beings and how to work and how to play and how to love and all the things that we as human beings count as important. Working is important, believe me, and its important even to the homeless people on the street. But most of them haven't got the foggiest notion what work really is.

So, what do I see as a flaw? Well, one, many children do not benefit from the formal education of the high school, the grammar school, the middle school, the junior college. Why should they be prohibited from dropping out of that and joining the Youth Corp? Think on it, gentlemen and ladies.

In terms of youth being assessed for literacy levels, unless a problem with literacy is addressed, and I am thinking of such things as dyslexia which is probably responsible for 3 percent of the homeless in the streets of San Francisco, unless a problem like that is addressed, which requires a very special kind of training, a very special kind of instruction aside from your typical English as a second language, remedial English courses. Those people should still be a part of this program so they get the benefits of it.

Finally, when you are talking 10 percent of the funds to be used for in service education and 10 percent for post service, quite frankly, you have got your priorities off by at least 500 percent. With that for my own personal comments, I will now read Mr. Looper's testimony.

Presently we find ourselves in a peculiar situation. For the well to do, and upper middle income people, America is still a land of opportunity. Housing is affordable, kids can go to college, and material benefits abound.

For the lower middle income people, the working and not working poor, and the burgeoning numbers of our homeless, America is a land closing off opportunity, a place where bad education, rationed health care, poor diets, and often no food at all, slum housing or no housing at all, unemployability and no jobs, guarantee family disintegration, crime, drug abuse and a sense of futility about anything good happening. As time passes, we see this underclass of disaffected Americans growing both in numbers and in impact.

Costs are enormous. welfare, homelessness, disease, crime, jails and unproductivity in the labor market. This is especially damaging at a time in which we have major labor shortages. All this plays a major role in making America less economically competitive each passing year.

Additionally, when you consider that young males aged 18 to 24 commit almost 50 percent of all reported crime, that for many young people in lower income classes military service generates decent income, some job training and a prospect of higher education and that there are major jobs needing to be done in America, from repairing roads to rehabilitating housing, you also consider the opportunity a National Youth Service Corps presents to productively deal with our current situation. San Francisco already has a viable program; the San Francisco Conservation Corps.

Setting aside some comparisons to our present voluntary military apparatus, our thoughts about a national program include the following. one, age group 18 to 23, two, men and women's corps, three, voluntary enlistment within criteria which might include low income status, etc.

Four, tours of duty of 24 months, reenlistment for no more than five years, inclusive. Five, combining work, training, and education so all participants can read, write, and do basic computations well, and acquire skills leading either to higher education or to jobs on leaving the corps.

Six, instituting a period of basic training somewhat similar to what the military provides during which rules of the corps are learned, bonding to the corps occurs, physical and psychological stamina is enhanced, and a plan of development for each member is established.

Seven, people who won't or cannot benefit select themselves out. Eight, maintaining a structure in which the ranges of pay are fair, food and housing are of good quality, justice is both swift and compassionate and the intent of both is to benefit the corps member and through his work, our society.

Nine, addressing the need to incorporate experiences designed to reward achievement, success, initiative, a can do attitude reinforced by corps membership and the visible work completed, will help create a body of excellent workers especially demonstrating the most important characteristic demanded by the technology of the new workplace, the ability to think.

Ten, administration could be achieved by using regional centers, located on vacant military bases and local chapters whereat the field work would be performed.

Under overall Federal direction, members of the corps would be locally recruited by the chapters, then sent to the Regional Center for a traditional and strenuous training period accompanied by basic and remedial education as needed by the participants; following which the corps members would be enrolled in Civilian Occupation Specialty Schools, to then be reassigned to local chapters or to regional programs to perform the field work.

We could present other points, for example, means of preserving internal discipline, the need to have participants evaluate the success or failure of the corps' impact on them, the need to have external evaluations of the quality of training, and indeed of the work the corps does, but such would expand the paper beyond its intended length. In summary, such a corps might do the very good things already enumerated and one other. Ours is an age characterized by the big take. Almost everyone, rich, poor, in private and in public, working in a bank or as a doctor or as a politician, is so busy getting his cut of the pie, the idea of doing something good for all of America and all Americans, especially if it requires sacrifice, has apparently now become alien. The corps might remind us it is sublime to both give and to care.

[The prepared statement of Leroy Looper follows:]

SAN FRANCISCANS FOR A BETTER TOMORROW

Leroy Looper
Chair

Mark Forrester
Secretary/Treasurer

Testimony before the Committee on Education and Labor, U.S. House of Representatives, Friday, April 28, 1989, the State Building, Room 1158, 350 Mc Allister St., San Francisco, California.

"ON A NATIONAL YOUTH SERVICE CORPS"

Presently we find ourselves in a peculiar situation: For the well-to-do, and upper middle income people, America is still a land of opportunity. Housing is affordable, kids can go to college, and material benefits abound.

For the lower middle income people, the working and not working poor, and the burdgeoning numbers of our homeless, America is a land closing off opportunity, a place where bad education, rationed health care, poor diets (and often no food at all), slum housing (or no housing at all), unemployability and no jobs, guarantee family disintegration, crime, drug abuse, and a sense of futility about anything good happening. As time passes, we see this underclass of disaffected Americans growing both in numbers and in impact.

Costs are enormous; welfare, homelessness, disease, crime, jails, and unproductivity in the labor market. This is especially damaging at a time in which we have major labor shortages. All this plays a major role in making America less economically competitive each passing year.

Additionally, when you consider that young males aged 18 to 24 commit almost 50% of all reported crime, that for many young people in lower income classes military service generates decent income, some job training, and a prospect of higher education and that there are major jobs needing to be done in America, from repairing roads to rehabilitating housing, you also consider the opportunity a National Youth Service Corps presents to productively deal with our current situation. San Francisco already has a viable program; the San Francisco Conservation Corps.

Setting aside some comparisons to our present voluntary military apparatus, our thoughts about a national program include the following;

1. Age group 18 to 23.

2. Mens and womens Corps.

3. Voluntary enlistment within criteria which might include low income status, etc.

4. Tours of duty of 24 months, re-enlistment for no more than 5 years, inclusive.

5. Combining work, training, and education so all participants can read, write, and do basic computations well, and acquire skills leading either to higher education, or to jobs on leaving the Corps.

6. Instituting a period of basic training somewhat similar to what the military provides during which rules of the Corps are learned, bonding to the Corps occurs, physical and psychological stamina is enhanced, and a plan of development for each member is established.

7. People who won't or can't benefit select themselves out.

8. Maintaining a structure in which the ranges of pay are fair, food and housing are of good quality, justice is both swift and compassionate, and the intent is both to benefit the Corps member and through his work, our society.

9. Addressing the need to incorporate experiences designed to reward achievement, success, initiative, can a can-do attitude reinforced by Corps membership and the visible work completed, will help create a body of excellent workers especially demonstrating the most important characteristic demanded by the technology of the new workplace - the ability to think!

10. Administration could be achieved by using regional centers, located on vacant military bases, and local chapters whereat the field work would be performed, under overall federal direction, members of the Corps would be locally recruited by the Chapters, then sent to the Regional Center for a traditional and strenuous training period accompanied by basic and remedial education as needed by the participants; following which the Corps members would be enrolled in Civilian Occupational Specialty Schools, to then be reassigned to local Chapters or to regional programs to perform the field work.

We could present other points, for example, means of preserving internal discipline, the need to have participants evaluate success or failure of the Corps' impact on them, the need to have external evaluations of the quality of training, and indeed of the work the Corps does, but such would expand the paper beyond its intended length.

In summary, such a Corps might do the very good things already enumerated and one other. Ours is an age characterized by the **BIG TAKE.** Almost everyone, rich, poor, in private and in public, working in a bank, or as a doctor, or as a politician, is so busy getting his cut of the pie, the idea of doing something good for all of America and all Americans, especially if it requires sacrifice, has apparently now become alien.

The Corps might remind us it is sublime to both give and to care.

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LL:ob

Mr. **Martinez**. Thank you very much, Mr. O'Brien. Judge Kline, first of all, you have to understand that Leon Panetta's part of the bill, or the part that you support very strongly now, is a separate bill that has been introduced by myself in order to move Leon Panetta's bill forward, if the combination of the two bills run into any static.

I am going to discharge both bills after a few hearings, in order to establish the Congressional record for it. I intend to discharge both the combined bill and the single bill because, at the least I think, both bills should be passed. Although they serve different areas and slightly different purposes and they are divided in this bill as Title I and Title II, they are quite distinct from one another, so we do have that separation.

We felt, as you said earlier, "let a thousand flowers bloom," and Leon Panetta has reiterated, we want as many youth programs as possible because our real crisis—and even as Mr. O'Brien has said—is what is happening to people in today's society where they confront frustrations because there are no hope and no opportunity. That is causing the decay of that part of our social structure.

So, we need to do as much as we can, granted. Like you, I see even parts of Don McHerty, I believe, are good. There certainly should be an opportunity for the kinds of young people that he is trying to reach to do that, I hate to say, mandatory service because I do not think mandatory service is the answer. I think it should always be volunteer.

But to be able to progress, expansion of the GI Bill is a better idea, I think. Have the people do the military service. Then, on completion of military service, as in the GI Bill now, you are given a $24,000 grant to complete an education.

But whatever solution we finally get to, I do not believe a Dave McCurdy bill will be approved the way it is now. Its gotten too much opposition already, even they are now very sensitive to that opposition. They are looking at ways to make it more acceptable to the majority of Congress. Alternatively, the Leon Panetta part of the bill is really only providing a funding mechanism to expand the programs that already exist. The programs that exist already are the models for the new programs.

In that regard, when you mentioned that job skills, in and of themselves, are not really an effort that is going to put forth a long term employment. We have already found that out in JTPA. The way JTPA is working right now there is no long term employment for the majority of the people that take benefit of that program.

But more important are the things that Mr. McCracken addressed, the life skills, and you addressed it too, life skills, basic skills, being on time, coming to understand what your responsibility is to the employer as well as his responsibility to you and understanding how to get the job and what your responsibility to get to that job is.

Those things I have seen in the centers that I visited. One of the things is you talk to the people and you can see quite evidently that they have learned those skills there. That is what is going to make them a success.

There has been study after study in Washington that has shown us that, if you give people good basic skills, as you said, people come that cannot even read. They do need the basic skills. But along with those basic skills, a very important component of their success is those life lessons that they have got to learn.

In that regard, do you really think that we should be trying to, let's say, put it under JTPA? We have discussed this before on the Youth Service Bill. Sticking it in the JTPA because what JTPA is really trying to do is just provide job skills for people. Basically, there are titles just like this and the big title which has been under the most controversy is the dislocated worker portion of JTPA.

But was I sensing that you have an idea that JTPA would be a better program, if it had a component of this youth service in it?

Judge **Kline**. No, I am not suggesting that the idea that this bill represents could better be accomplished in the context of the Job Training Partnership Act. But, I wonder before I address this issue, if I could just go back to the issue you first raised, the difference between the two titles in this bill?

I am not opposed, nor do I know anybody who is active in the youth service movement who is opposed, to the goals of the Siberling/Udall part of H.R. 717 to the American Conservation Corps. That is not our opposition. Our opposition, or in some cases misgivings, is about the funding mechanism, the manner in which funds are allocated.

You see, what Congressman Siberling was fighting in the 98th Congress is not a battle in the 100th Congress. He was concerned about a turf battle, for example, between the Department of Agriculture and the Department of the Interior.

So, if you look in that part of the bill, you see certain funds go to the Department of Agriculture and certain parts go to the Department of the Interior because some partial lands which conservation corps could work were in the jurisdiction of one and not the other. These are things that have nothing to do with the reality today. But they are perpetuated in a bill that started at a time when those were problems.

So, secondly, I do not see why the Department of the Interior based in Washington with no history in youth service really since the old Civilian Conservation Corp, I am not even sure that was in the Department of the Interior, why it should be administering, for example, a demonstration program.

Why should the Department of the Interior in Washington be funded to do a demonstration program? Why not fund the governors of the states or the mayors of the cities or other people at the local level? The Chambers of Commerce could do a better job, frankly, than the Department of the Interior because they know the communities in which they operate.

The costs of passing Federal money down to the local level through a multitude of Federal departments seems to me to be wasteful, not only bad policy, but fiscally wasteful. So, I did not mean to suggest by my earlier statements that I am opposed to the goals that Congressman Udall is trying to achieve. I am opposed to the means by which he is trying to achieve them which I think he simply inherited from an earlier time.

Now, to get to your other point on the Job Training Partnership Act, no, as I said, I am not proposed that a youth service bill be enacted under the rubric of JTPA. But you stated that the purpose of JTPA was to provide job skills.

I would like, Congressman, to suggest that that may not be the real purpose of the Act. Its called the Job Training Partnership Act. Its job training that is the purpose of JTPA.

The whole idea of JTPA is to put people to work. Its based on the theory, I think partly misguided, that the best way to put people to work is to give them a job skill. I am telling you that the people who are the most hard core unemployed are not ready to learn job skills because they do not have the basic life skills.

That is my theory. I am getting into an area in which I am not an expert which you are, I am 3,000 miles away from the Congress. I have never been a member and I have only been there very episodically. I do not know what the political realities are. What I meant to suggest was that there are certain—let me start with the fundamental assumption.

The fundamental assumption is that there are some youth service models such as ours that are engaged not only in character building and youth service but also job training. We are doing really both. We see ourselves as a service organization committed initially to you. We are also serving the community.

One of the benefits we give is to provide people the skills to obtain a job and we help them. We do job counseling. That is an area which many of the corps are getting actively involved. So, we are doing job training.

The Job Training Partnership Act does not acknowledge that. Moreover, the Job Training Partnership Act is serving only 4 to 5 percent of the eligible people nationally. The people it is serving, I would suggest to you, are not those most desperately in need of Federal assistance. For example, the Job Training Partnership Act is performance based. Its performance driven.

Private industry councils, and I have been on the one here since it began, I am the senior member of the San Francisco Private Industry Council and I can tell you that when we give out contracts, our staff looks to those subcontractors who are successful in placing the most people in jobs. The people who are successful in placing the most people in jobs are not looking at the kids in the barrios and the mission district or in Hunter's Point and Bayview. That is not who they are looking at.

They are doing what is known in the trade as creaming. They are taking the cream of the crop. They are taking kids who would go into job training program even if it was not Federally subsidized. They are the kids who are the most successful. Those are the subcontractors that make the most money under the Federal scheme.

We, in the San Francisco Conservation Corps, are dealing with the hardest to place and we get no money. Incidentally, the idea is not my own.

I am informed by people at Youth Service America, whose board I am on, that Senator Kennedy, a coauthor of JTPA, is considering in his Senate committee's version of youth service in Title V of that bill, making some changes to JTPA.

All I am urging is that if one of the principal Senate authors of that bill wants to accommodate the problem that I am concerned about in the Youth Service Bill, I am hopeful that your subcommittee will support it. In other words, I assume what he is doing is using his youth service bill to amend certain aspects of the Job Training Partnership Act. I am not certain of that but that is what I assume.

Mr. **Martinez**. We will have to find out because Title V of the Job Training Partnership Act is our JEDI bill which he introduced on the Senate side and I introduced on the House side. We got it actually passed and signed into law just before the end of the last session.

So, it may be that he is trying to now amend Title V to include it. JEDI is a job corps for employable, dependent individuals. What we try to do in that is target the very hard to serve application to JTPA and potentially long terms welfare recipients.

So, they might be doing that. But its a good thing you bring it up because we probably need to look into that and talk to Senator Kennedy about it. I understand what you are trying to say and what you are saying.

I think you are absolutely right. You evidently have studied this a long time and been very close to it here on a local level. I would not say that we necessarily know more than you. The Federal Government only knows what it finds out from local entities.

In this regard, as you said earlier, the real experts are on a local level. As far as the money distribution, the way its set up in the law is that the local mayor can apply, if he has a program that he wants. If he wants to sponsor a program, they can apply for the money as long as they meet the other criteria.

One of the criteria is very heavy on the education. That is mandatory in the bill. As far as the funding that you mentioned, its a 50/50 funding. In other words, if the present San Francisco Corps applies for these moneys from the Federal Government and if they are putting up $3 million now, the Federal Government would put up another $3 million. So, its a matching grant.

But we need to talk further, Judge Kline, and I am going to leave the record open and I will have some questions directed to you through the mail, so that you can respond to them at great length, as great a length as you would like.

Judge **Kline**. I would be very happy to do that. Incidentally, since I know what the time is and I know you want to move on, I want to thank you personally for, not only coming here today, but coming here earlier.

You are the only Congressman in the United States who does not represent San Francisco who has actually come down into the building where we run our program. The fact that you could speak Spanish to members of our organization that do not speak English is very important to them to see a model of a Hispanic public official who can speak their language down there with them has an enormous impact on our program. We are grateful.

But because you are the only one who came and because we cannot expect a lot of others to come, I wonder if I can provide your staff, you come here but its hard for you to get a graphic—you hear about our organization, Ms. Unsoeld, and I do not mean to be chastising anybody for not coming, I know you have got a lot to do. But we have some information that gives a much better sense of what a municipal conservation corps looks like. I know there are other members of your subcommittee. In your debates, I think that your staff ought to have this so that they can show people. Its primarily photographs. It gives you a much more graphic sense of what we are up to.

Mr. **Martinez**. Thank you, Judge Kline. Thank you for the nice words. Listen, I derive a lot more benefit from coming and I would love to be able to get at least the different members of the committee to come and visit some of these sites because I think their eyes would really be opened.

More importantly than that, I was promised a film from, I cannot remember which Senator it was. It was a very good film that I had intended to duplicate and send around to different members of Congress.

Judge **Kline**. On our program?

Mr. **Martinez**. Yes, I am not sure, was it San Francisco? Did you show us a film?

Judge **Kline**. I do not know if we showed it, but CBS National News did a 15 minute documentary on our program. That may be the video tape you are talking about. We will get it to you, Federal Express.

Mr. **Martinez**. I really would appreciate it because, fortunately, I do have the equipment to have that duplicated because I think sometimes one picture is worth a thousand words.

Judge **Kline**. Right.

Mr. **Martinez**. Ms. Unsoeld?

Ms. **Unsoeld**. Just one comment, I agree with you about the lack of life skills. Is Outward Bound—have you used any component of that philosophy?

Judge **Kline**. Well, the person who can best answer that is going to testify in a moment. The short answer to it is that the concepts of Outward Bound, the attempt to build self reliance, are very much integrated into our program. But that is the sort of thing that I think the next panel is going to be able to address the best.

Ms. **Unsoeld**. Thank you.

Mr. **Martinez**. Thank you all very much for appearing before us, Mr. O'Brien, Mr. McCracken. We appreciate you attendance here. Thank you.

Judge **Kline**. Thank you, Mr. Martinez.

Mr. **Martinez**. Our next panelists consists of Mr. Robert Burkhardt, Director of the San Francisco Youth Conservation Corps, Ms. Joanna Lennon, Executive Director of East Bay Youth Conservation Corps and Mr. Robert Hennessy, Director of the San Jose Conservation Corp.

I want to thank you for coming. You are the hub of the wheels. You are the mechanism that makes the engine go. Though I visited all three of your sites, its wonderful to have you here again.

Outside the fact that San Francisco will provide me with the film, if any of you have other films like that because I think we are getting used to, in Congress, having people that lobby us on less worthy issues send them around to the members.

The members, pretty near all of them, have VCRs in their offices where they can watch this on their televisions. I just thought maybe this is going to be a great way to get out message out. So, if any of you do have one, aside from the one that has been promised, I would appreciate having them.

With that, let's start with ladies first, Ms. Joanna Lennon.

STATEMENT OF JOANNA LENNON, EXECUTIVE DIRECTOR, EAST BAY CONSERVATION CORPS

Ms. **Lennon**. I am delighted to be here and to see you again. I think I have been before your committee a number of times. As Judge Kline stated, it was a real pleasure to have you visit our program.

Since you came, our population of Latino corps members, whether its directly related or not, has skyrocketed. So, we have started an entire English as a second language program and hired four staff that are bilingual just to accommodate. So, its been a delight.

I did not bring written testimony but I did bring a number of our brochures that have information on the program. I would like to talk a little bit just about the experience as a corp operator.

The San Francisco and East Bay Corps were the first two programs locally, I think, other than the Marin Corps, in an urban area that started in this country. We are almost six years old now, this summer.

We have about 150 corps members full time in our program on 16 different crews with that many different funding sources. We are also running 100 corps member summer program.

This year for the first time, this summer, we are going to run 200 fifth, sixth and seventh graders in a community based program where we have our corps members serve as supervisors for teams of 10 fifth, sixth and seventh graders who will be working in their community doing community service work.

We have put together a very unique conglomeration of folks that are going to help us do that. We have UC Berkley and the University of Minnesota helping write curriculum that is going to be literacy based but deal with community service and the environment.

It should be an interesting model where we have the kids basically working in their neighborhoods, walking, doing a variety of different projects, such as graffiti removal and planting of trees. They are going to design recycling programs for their schools and give reports to their school assemblies in the beginning of the school year.

We have found in the corps, as corps operators, I do not think when I went into it I really understood the significance of what we were really doing until I started to see the results among the corps members.

The East Bay Corps serves 32 cities and 2 large counties that really span the gamut of socioeconomic and demographic criteria. The majority of our young people in the program are Black, with the second highest population being Hispanic. Although we are open to all people, those are the kids that we serve. About 60 percent of the kids who come into the program do not have a high school diploma or GED, 40 percent do. But 95 percent of all the kids in our program are functionally illiterate which says something about what they get out of the school system.

As a result of that, we have a pretty renowned educational program. As most corps are doing now, they are a combination of work, education, community service. We are finding in the follow up studies that we have done that we have an 85 percent success rate. We define success as young people going into full time, unsubsidized employment, a full time education or a combination thereof.

Probably the statistic that means the most to me as an education is that 65 percent of our corps members who successfully complete the program are continuing on in education which, given the statistics of the kids who come in, is really the statistic I like the best, I guess.

I think that it has been proven over and over again that, in terms of value of work done, anybody who works with us gets more than they pay for, just economically based, for their dollar. But in addition to that, I think as Robert does also, I read his testimony, as he alluded in the testimony, we are getting kids that are coming out able to function in society as a whole.

When we look at the kids that we serve, most of them who come from Oakland, which has one of the highest rates of youth unemployment in the country, we are finding that the population that we deal with is not just a work and education issue.

We were funded this year for the first time, as was the San Francisco program, to hire a counselor. We started assessing the needs of the kids that come into the program. I know personally that I have been appalled by the magnitude of the issues that we are dealing with because we are not just dealing with illiteracy and a work dysfunction.

We are dealing with kids that have been abused. We are dealing with kids that are homeless. We are dealing with the plethora of issues really that are major issues in society. The corps have been extremely successful.

Mr. **Martinez**. Can I interpret you right there?

Ms. **Lennon**. Sure.

Mr. **Martinez**. This is one of the reasons why the corps that exist now are so valuable as role models because they do things that we have written into the bill.

When a corps member takes advantage of the program they have now—and we are talking now about corps that exist that may not be doing what you are doing. The corps that are going to come into existence because they see a chance with this matching money. They do that assessment because that assessment to me is one of the most important aspects of where a kid is when he is learning.

I have always felt, in the public education in the whole United States and I know from California, that they do not assess kids at an early enough age to determine what skills they need to keep the academic knowledge that they need to continue to stay in school. I do not stay even at an A grade, but stay even at a reasonable grade because they feel they are learning. If they do that, they won't drop out. Its because they fall behind that they drop out.

Ms. **Lennon**. They can never catch up. Robert and I ran a pilot this year where we were given money through the Public Welfare Foundation out of Washington to start a counseling component. It has made the most massive difference in our program because of being able to do intervention, as kids come into the program.

We are now designing a kind of a psycho/social assessment to be done with intakes. So that we can deal with issues rather than in a crisis fashion as we at the corps deal with issues in a crisis fashion on a regular basis, in a more methodical fashion.

I think what is really wonderful about the corps, echoing what Judge Kline said, was their ability to serve local needs. We are a corps that, because we do not have one city that sponsors us or one patron, we have 32 cities who do not speak to one another and 2 counties that are often at odds, we have been able to kind of cross those lines and generate our over $3 million budget through a variety of different kinds of funding sources.

We do fee for service contracts which make up 50 percent of our funding. We were successfully able to lobby through, with the other corps, the bottle bill which is giving us a significant amount of money. We have state funds. We have foundation grants.

The corps are one of the most entrepreneurial models I have ever come across and a Federal partner in that would just enable us to serve. We have six kids waiting for every slot in our program. We have a huge backlog of kids waiting to get in and I think it grows year by year.

With a Federal partner, I would never turn down $3 million more dollars, I would grab it in a minute. So, its the kind of thing where the need is so great that the frustration, I think for a lot of the directors, is turning away kids on a regular basis.

We have kids that come back in the program regularly that tell us that the corps is the thing that saved their lives. In Oakland, on a regular basis, we have kids who come into the program because every member of their family is either in jail or disabled. We have massive drug wars, as you know, in Oakland. Many of our kids are third generation welfare where they have never had a role model that has ever worked.

I think that kids are an asset. What the corps does is not just provide a bank for your buck, but it makes the young people feel needed and that they have something to contribute which is probably the most important thing that we do in addition to giving a variety of tools for them to do it with.

In answer a little bit to your question, Ms. Unsoeld, we have worked pretty heavily, as do most of the Bay area programs, with Outward Bound. We have built our own rope course in partnership with GP&E. They use it to train their upper level management and we use it to train our corps members.

The corps are really, I think, masters at these unusual kinds of partnerships which a Federal partner would just kind of add to that. I brought with me, just to give you an example, out of the bottle bill funding, opening day on the Bay is Sunday here and all of the corps have gotten together and we brought you a garbage bag.

But its really an example of our partnership. All the different corps are sending kids out. We are going to be at every marina in the Bay area and give out these garbage bags to people who are going out on their boats. We made them orange so, if they are dropped overboard, they can find them easily. Hopefully, they will bring back garbage and the corps will then service.

But its an example of a partnership that we do regularly here. I am lucky, I think, that I am in an area which has a proliferation of these programs. We have been able to really create an interesting laboratory, I think, for the rest of the country on this model. Thank you for letting me testify.

STATEMENT OF ROBERT BURKHARDT, DIRECTOR, SAN FRANCISCO YOUTH CONSERVATION CORPS

Mr. **Burkhardt**. Thank you very much for coming back to San Francisco. You make me proud to be an American. Its nice to have folks in Congress who are doing the kind of work you are doing. We appreciate it very much.

Ms. Unsoeld, welcome very much to you. We appreciate you taking the time as well in your busy schedule to hear testimony on this. If I might, I hope that you will be going to Los Angeles for testimony because I am certain you will be interested in the testimony of Martha Deepinbrock who is the Director of the Los Angeles Conservation Corps. So, if your are schedule permits that, I know that she would be very interested in talking with you.

I have remarks I will summarize in the interest of time and I will also be available to answer any questions that you may have. Before I begin, I would like to note, we have a strong number of conservation corps programs in the Bay area.

Don Neworth who is the Director of the Marin Conservation Corps is here in the hearing room today, as is Ron Espinoza who is the Director of the Sacramento Local Conservation Corps and Patty Deerdorf who is representing the California Conservation Corps is also here. So, you have the nexus of conservation corps programs with you from this part of the state.

My name is Robert Burkhardt. From 1976 through the end of 1983, I served in the California Conservation Corps. Since that time, I have been the Executive Director of the San Francisco Conservation Corps. I am also President of the Board of Directors of the National Association of Service and Conservation Corps. So, I wear a variety of hats.

In addition, I reach out to you again, Ms. Unsoeld. I was in the Peace Corps from 1962 to 1964 in Iran. Last year, I was the recipient of the Sargant Shriver Award. I cannot tell you how happy I am to have the sense that a Federal partner is joining what has been an extraordinary effort at the state and local level.

Joanna has already testified, as have others, on the many ways in which we have tried to get programs going and secure funds. But when you look, there are almost 60 programs at the state and local level around the country in different ways trying to do the same thing.

It is simply remarkable in terms of production, the diversity of projects, the funding strategies and the educational service opportunities for youth. Their existence and their success underscores what my first point is, and it is a repetition, but please support the base.

We have in Wisconsin, in Montgomery County, Maryland, the City Volunteer Corps, in the city of Boston, the new Florida Conservation Corps, and as of last week, the Montana Conservation

Corps. The legislation was passed there last week. We are hoping that in the remaining two weeks in Arizona there will be legislation. But Montana is our latest member of the corps family.

We have been doing this since 1981 where there were two programs, the California and the Ohio State Programs. Now, there are these many programs. Any Federal commitment to funds for programs should buttress the existing——

Mr. **Martinez**. Could I interrupt you for a minute?

Mr. **Burkhardt**. Yes, sir.

Mr. **Martinez**. As National Chairman, how many centers are there now?

Mr. **Burkhardt**. There are 57 programs. The problem is the answer changes every day because its now in Montana. I am hoping, Arizona has got to get with it.

The McKeesport, Pennsylvania Program is about to go on line. Long Beach has an executive director. San Diego is about to hire an executive director.

Mr. **Martinez**. With those, it would be above 57?

Mr. **Burkhardt**. It will be above 60. Another part of that is that the National Association of Service and Conservation Corps, working with public and private ventures in Philadelphia, has put together something called the Urban Corps Expansion Project where with the help of the Ford, Rockefeller, Kellogg, Mott, Packard and other major national foundations, somewhere between $9 million and $12 million has already been generated as the seed money to create 15 urban corps programs around the country in the next three years.

This is real. The announcement of it as an official program will be sometime in May. They are setting that up now. This is a wonderful part of the base to build on with a national partner that gives impetus to a Detroit, a Washington, a Memphis, a Portland, a New Orleans, to have foundation funds, local funds, Federal funds again, and a multiple of partners working to put youth and community needs together.

I have some brochures in my office which I will include in the video that I will Federal Express to Mr. Jenson this afternoon, unless I can get them before he leaves town. So, I urge you to support the base.

A second thing that no one has mentioned, and I do not know whether this is something that the funds could do, but it is critically important to me, as I look at the emerging programs and at the needs we have, train the staff.

The recruitment, the training and the development of staff for existing and emerging programs is so vital. The heart of any successful program is a competent, dedicated staff.

If we are serious about challenging young people to actively participate in the responsibilities of citizenship through youth service programs, let us ensure that a capable, committed team of professionals is there to offer leadership.

Further, let us specifically engage in the recruitment of African American, Latino, Asian and Pacific Island women and men to ensure the multiculture role models for our young people. These ensure that a portion of any forthcoming Federal funds may be used to upgrade and enhance staff capabilities.

I cannot reinforce that point enough. As new programs get started, they are going to want to have the best possible people. You can have no better focus. Its like the money we should spend on training teachers in our schools. I see it as a comparable situation.

A third point is this vision. Joanna has said that we work with Pacific Crest Outward Bound. We have something called BACCA, the Bay Area Conservation Corps Association.

We do BACCA patrols where we will have young people from East Bay, San Jose, from Marin, from the San Francisco programs, under Outward Bound leadership in a way as a crucible of leadership to bring young people up. Its just one of a number of things that we do.

If we are going to offer the hard skills and the learning, we need to have this service to others, whether its the frail elderly, tots in need of a play structure, the homeless families, that is what stretches the sense of civic responsibility. When this service ethic is reinforced by hands which are able to use tools safely, effectively and economically, then thinking workers emerge and we need them.

The service and conservation corps should demand on a daily basis. I do not think Friday is enough. On a daily basis, the values associated with punctuality, respect, cooperation, responsibility, physical fitness, a strong work discipline, cross cultural understanding, reading and writing exercises, public speaking and more.

I might add a program we created in the San Francisco local corps a year ago, which is now spreading to other corps around the country, we call it the reading.

Every day there are questions for consideration, followed by a reading exercise. So, there is oral discussion, the generation of ideas, reading, to promote literacy in the sense that young people need to be engaged in thinking and discussion every day.

Its been a remarkable program. Its gotten good press and wonderful results among the corps members who see it as part of the work day. Integrate work and learning as much as possible.

Spend the money to do the job is my last point. I know of the budget constraints under which you operate and I know that you share my belief that this is one of the most important investments.

It goes back to Aristotle's comment that, "All those who consider the fate of empires always invest in the education of the young." I thank you again. As I say, I will be happy to answer questions, if you have any that I might answer.

[The prepared statement of Robert Burkhardt follows:]

STATEMENT OF ROBERT BURKHARDT TO THE HOUSE EDUCATION AND LABOR SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES: April 29, 1989

To The Members Of The Subcomittee:

Thank you for the opportunity to address issues of youth service. My name is Robert Burkhardt. From 1976-1983 I served in the California Conservation Corps (CCC). Since then I have been the Executive Director of the San Francisco Conservation Corps (SFCC). Additionally, I am president of the board of directors of the National Association of Service and Conservation Corps (NASCC).

We welcome the prospect of a federal partner joining what has been an extraordinary effort at the state and local levels during the past eight years. In 1981 there were state programs in California and Ohio, and no local corps. Today almost sixty service and conservation corps stretch from coast to coast, remarkable in the quality of their production, diversity of projects, funding strategies, educational and service opportunities for youth. They provide a triple return for each dollar invested: a youth is gainfully employed, a community agency receives much-needed services, and the presence of the corps provides positive energy in the neighborhood. The existence and success of these programs underscores my first point.

SUPPORT THE BASE

Any new federal legislation should build on the achievements of proven programs, like the California, Wisconsin, Ohio and Pennsylvania state corps, as well as the San Francisco, East Bay, Los Angeles and Montgomery County (Md.) local corps. A state and local grant program strikes me as the best way to accomplish this, and I urge permitting states and localities to decide, within limits, how best to direct funds. Rigid federal guidelines will not promote the continuing diversity and imagination which has been the hallmark of the corps movement in this decade, nor will a cumbersome bureaucracy in Washington, administering from a distance. State and local programs do need, however, multiple sources of funds. Fee-for-service contracts, leveraging, creating new sources of money, a local government "buy-in": all these are essential, and I see no reason not to tie federal dollars to matching monies generated in the city, county or state. A Federal commitment to buttress existing service and conservation corps should be the foundation of any legislation which goes to the White House for signature.

TRAIN THE STAFF

A second focus should be on the recruitment, training and development of staff for existing and emerging programs. The heart of all successful programs is a competent, dedicated staff. If we are serious about challenging youth to actively participate in the responsibilities of citizenship through youth service programs, let us ensure that a capable, committed team of professionals is there to offer leadership. Further, let us specifically engage in recruitment of African American, Latino, Asian and Pacific Island women and men to ensure multicultural role models for our youth. Please ensure that a portion of any forthcoming federal funds may be used to upgrade and enhance staff capabilities.

OFFER A VISION

A third priority for your consideration is program content. My own view is that we need to offer young people a vision of personal hope through service, hard skills and learning. It is through service to others--the frail elderly, tots in need of a play structure, and homeless families,to name a few--that we stretch our sense of civic responsibility and claim a useful place in society. When this service ethic is reinforced by hands able to use tools safely, effectively and economically, thinking workers emerge to carry on the work of a community. Service and conservation corps must demand, on a daily basis, the values associated with punctuality, respect, cooperation, and responsibility, physical fitness, a strong work discipline, cross-cultural understanding, reading and writing exercises, public speaking and more. These learning opportunities, combined with community service and hard skills, build towards tomorrow. Federal dollars should not simply be directed towards the achievement of labor, but as well towards the content and framework in which the work occurs. Please insist not simply on a day's work for a day's wages, but also on the comprehensiveness in programs which will help youth develop smoothly into an aware, responsible adulthood.

SPEND THE MONEY

Finally, I urge you to spend the money necessary to do the job. Recently NASCC and Public/Private Ventures persuaded several national foundations to commit $9-12 million towards the Urban Corps Expansion Project, which will help establish 15 local corps programs in urban centers during the next three years. Local communities will "buy in" significantly, swelling the full investment to more than $100 million. If major cities and foundations can display this level of commitment, surely the Federal government can help create, develop and sustain the most promising venture in youth programs this country has known: service and conservation corps.

STATEMENT OF ROBERT HENNESSY, DIRECTOR, SAN JOSE YOUTH CONSERVATION CORPS

Mr. **HENNESSY**. Yes, Mr. Chairman, I welcome you to San Francisco and I also welcome Congressman Unsoeld for coming to hear our testimony today on regard to a National Conservation Corps.

One of the most serious problems confronting this country at present is the large and growing numbers of young people who find it very difficult to find and keep a job. They become involved in crime, drugs, gangs, teenage pregnancies, unemployment, poverty and welfare because of the despair this creates. This circle continues on from one generation to the next, becoming a vicious cycle and a great cost to the taxpayers.

This problem is even great in the larger cities among disadvantaged youth, particularly black and latinos who lack basic education skills. Our educational system has failed them. Our family structure has failed them. Our communities have failed them. Yet they most definitely deserve a second chance.

I believe that an American Conservation Corps may for many very well be that second chance. A conservation corps, youth corps, deals with the greatest resource we have in this country today, a generation of young people. What a shame it would be if we turned our backs on an entire generation.

Youth service is certainly a concept whose time has come. Across the country, service and conservation corps are springing up to meet this critical need.

It is true that overall unemployment has declined in recent years, yet the most recent statistics indicate that there are more than 2.6 million youths without jobs. While total national unemployment is now under 5.5 percent, youth unemployment for white is at 14 percent, 26 percent for latinos, and 36.9 percent for blacks.

Only about 5 percent of these youths are being served by existing Federal programs such as the Job Training Partnership Act and the Job Corps. So, Mr. Chairman, there is a great need to establish Federal policy to support conservation and service corps programs and open the doors to that two million youths and give them a second chance.

Give them the opportunity that is being offered by the state California Conservation Corps, the San Francisco Conservation Corps, the newly established San Jose Conservation Corps and all the other state and local corps across the country.

Give them the chance to build their self esteem by planting trees, cleaning creeks, building trails. Give them the chance to work towards getting their high school diploma. Give them a chance to move on from our programs to jobs in our communities.

Give them a chance to get away from street gangs, drugs and violence. In making it possible for one of these young people, you make it possible for the next generation and the generation after that to be out of the welfare system and other social programs forever.

I know from my own experience with conservation corps over the last eleven years and with my present experience starting the San Jose Conservation Corps, these programs are very effective.

In the San Jose Conservation Corps, more than 70 percent who join have dropped out of school and thus do not have a high school diploma; 98 percent are from low income families; many of them have been involved with drugs, alcohol and the law.

Our program has grown from 0 corps members months ago to 64 corps members today. The work is hard. The young men and women who make up the San Jose Conservation Corps work in all kinds of weather.

They learn the work ethic, the necessity of being on time to work, the ability to get along with others of different nationalities, and how to take direction from their supervisors.

Four days a week, they learn a wide variety of skills in carpentry, landscaping, painting and safe tool usage. Through this work, they are acquiring self confidence, enthusiasm and pride, intangibles that one cannot measure with a price tag. Friday is education day and the opportunity to get a GED diploma. Twelve of our corps members have earned their GED and five more are in the process of obtaining theirs.

We also have career development classes, E.S.L. which is English as a Second Language, driver training, reading, writing and appropriate college classes to meet their needs. It is wonderful to see the sense of accomplishment that is generated throughout the entire center when one of our corps members gets their GED or driver's license.

We develop leaders. Corps members who show potential in leading and directing others can be promoted to crew leader positions. We are committed to finding jobs for our graduates. To date, fifteen of our corps members have found jobs through our program directly.

Many more have used the program as a stepping stone to get into better jobs. We are hoping that as we develop we will find jobs for all our graduates in the community.

Mr. Chairman, there is a tremendous need for programs across the country to reach out, as the San Jose Conservation Corps is reaching out and all the other presently existing programs are reaching out. These programs need a Federal partner. We need that support from the Federal Government, to enable us to meet the needs of the youth in the community that we are striving to serve.

I am asking you and all the members of this committee to do everything possible to ensure that we do have a Federal partner coming up during this term of Congress. Thank you very much.

[The prepared statement of Robert J. Hennessy follows:]

STATEMENT OF ROBERT J. HENNESSY
EXECUTIVE DIRECTOR
SAN JOSE CONSERVATION CORPS

BEFORE THE EDUCATION AND LABOR SUBCOMMITTEE
ON EMLOYMENT OPPORTUNITIES

Mr. Chairman, I would like to thank you and the members of the subcommittee on Labor and Employment Opportunities for giving me the opportunity to speak on behalf of American Conservation and Youth Corps Act of 1989, HR717.

One of the most serious problems confronting this county at present is the large and growing numbers of young people who find it very difficult to find and keep a job. Because of the despair this creates they become involved in crime, drugs, gangs, teenage pregnancies, unemployment, poverty, and welfare. This circle continues on from one generation to the next, becoming a vicious cycle and a great cost to the tax payer.

This problem is even greater in the larger cities among disadvantaged youth, particularly blacks and latinos who lack basic educational skills. Our educational system has failed them, our family structure has failed them, our communities have failed them; yet they most definitely deserve a second chance.

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Youth service is certainly a concept whose time has come. Across the country service and conservation corps are springing up to meet this critical need.

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Only about 5 percent of these youth are being served by existing Federal Programs such as Job Training Partnership Act and the Job Corps. So, Mr. Chairman, there is a great need to establish federal policy to support conservation and service corps programs and open the doors to that two million youth and give them a second chance.

Give them the opportunity that is being offered by the state California Conservation Corps, the San Francisco Conservation Corps, the newly established San Jose Conservation Corps, and all the other state and local corps across the country. Give them the chance to build their self esteem by planting trees, cleaning creeks, building trails. Give them the chance to work towards getting their high school diploma. Give them a chance to move on from our programs to jobs in our communities. Give them the chance to get away from street gangs, drugs, and violence. In making it possible for one of these young people, you make it possible for the next generation and the generation after that to be out of the welfare system and other social programs forever.

I know from my own experience with conservation corps over the last eleven years and with my present experience starting the San Jose Conservation Corps, these programs are very effective. In the San Jose Conservation Corps more than 70 percent who join have dropped out of school and thus do not have a high school diploma; 98 percent are from low income families; many of them have been involved with drugs, alcohol and the law.

Our program has grown from 0 corpsmembers sixteen months ago to 64 corpsmembers today. The work is hard. The young men and women who make up the San Jose Conservation Corps work in all kinds of weather. They learn the work ethic, the necessity of being on time to work, the ability to get along with others of different nationalities, and how to take direction from their supervisors. Four days a week they learn a wide variety of skills in carpentry, landscaping, painting and safe tool usage. Through this work they are acquiring self confidence, enthusiasm and pride: intangibles that one cannot measure with a price tag.

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We develop leaders; corpsmembers who show potential in leading and directing others can be promoted to crew leader positions. We are committed to finding jobs for our graduates. To date fifteen of our corpsmembers have found jobs through our program directly and many more have used our program as a stepping stone to get into better jobs. We are hoping that as we develop we will find jobs for all our graduates in the community.

Mr. Chairman there is a tremendous need for programs across the country to reach out, as the San Jose Conservation Corps is reaching out, to give a second chance. These programs and the San Jose Conservation Corps program could reach out far more if we had a federal partner. I urge you and all the members of this committee to establish a national youth conservation corps program and save our greatest resource, this generation of young people.

Waste Management of Santa Clara County
115 Comstock Street
Santa Clara, California [illegible]
[illegible]

A Waste Management Company

May 6, 1988

Robert Hennessy
San Jose Conservation Corp.
2650 A Senter Road
San Jose, CA 95111

Dear Mr. Hennessy,

Thank you so much for the great contribution of time, effort and person power donated to the tree planting at City Hall on April 6 by the Conservation Corp.

The enthusiasm and hard work by the Conservation Corp. in this effort, was most appreciated by Waste Management.

Waste Management will be donating more trees each year to the residents of San Jose based on the tonnages recycled through the San Jose recycling program. I hope that we once again can call in the Conservation Corp. for their valuable assistance.

Thank you and the Conservation Corp. for a job very well done.

Sincerely,

Barbara Zeitman Olsen

Barbara Zeitman-Olsen
Manager Community Relations

BZO/sp

cc: John Slocum

CITY OF SAN JOSE, CALIFORNIA

HAPPY HOLLOW PARK AND ZOO
1300 SENTER ROAD
SAN JOSE, CALIFORNIA 95112
(408) 277-[illegible]

PARKS & RECREATION
DEPARTMENT

April 1, 1988

Mr. Bob Hennessy, Director
San Jose Conservation Corp
2650A Senter Road
San Jose, CA 95111

Dear Mr. Hennessy,

I would like to commend the San Jose Conservation Corps on the work they recently performed in the Mill Pond playground area.

Pam Prodger, project coordinator, and Richard Reeves, crew leader did an excellent job in guiding the crew. My project director, Tom Trafton and myself have nothing but praise for the cooperation, positive attitude and dedication exhibited by the work crew.

The new playground area is a highlight for our young visitors. I have observed children of all ages playing and enjoying the equipment.

I look forward to working with the Conservation Corp on other projects. Please extend my thanks for a job well done to all the youth involved in the Happy Hollow Mill Pond play area.

Sincerely,

Joseph S. Cardinalli, Family Park Manager,
Happy Hollow Park and Zoo

JSC:arb

cc: Carl Clark, Deputy Director, Visitor Services and Facilities

CITY OF SAN JOSE, CALIFORNIA

801 NORTH FIRST STREET
SAN JOSE CA 95110
(408) 277-4237

THOMAS McENERY
MAYOR

April 7, 1989

Ms. Dee Dee Fiedler
Grant Manager
Dept. of Conservation,
Division of Recycling
P.O. Box 944268
Sacramento, CA 94244-2680

Dear Ms. Fiedler:

On behalf of the City of San Jose, I wish to express my support for the San Jose Conservation Corps' new recycling program. During the past six months, crews have done outstanding work recycling glass, aluminum and plastic containers along the Coyote Creek Park Chain. They have assisted the City of San Jose's Office of Environmental Management by distributing 30,000 fliers encouraging residents to participate in our Curbside Recycling Program. They also assist the City with promoting commercial recycling in many large Downtown office buildings and provide commercial recycling pick-up services. Funding for such projects has enabled the Corps to hire at-risk youth who in turn provide very valuable services in this multi-faceted recycling program.

It is my understanding that the SJCC is applying for funding to accomplish such projects as promoting county-wide recycling programs, beginning an Internship Program for corpsmembers interested in pursuing permanent employment in the recycling field, operating a Guadalupe Creek clean-up and recycling project, and undertaking various beautification and litter abatement projects. We view the Corps' role in our community as vital in strengthening and expanding our recycling efforts through public education and a wide variety of corpsmember recycling support activities. It is my hope that SJCC will continue to receive adequate AB2020 funding, thereby enabling them to continue many valuable recycling projects.

I strongly support the San Jose Conservation Corps' recycling activities and urge that the State Department of Conservation, Division of Recycling favorably review and fund their proposed Workplan. Thank you for your consideration of this matter.

Sincerely,

Tom McEnery

Tom McEnery
Mayor

SACRAMENTO ADDRESS
ROOM 5100
STATE CAPITOL 95814
AREA CODE (916) 445-9740

DISTRICT OFFICE
PASEO DE SAN ANTONIO SUITE 209
SAN JOSE CA 95113
AREA CODE (408) 286-8318

STATE SENATOR
ALFRED E. ALQUIST
THIRTEENTH SENATORIAL DISTRICT
REPRESENTING
SANTA CLARA COUNTY
IN THE
Senate

COMMITTEES
BUDGET AND FISCAL REVIEW
CHAIRMAN
APPROPRIATIONS
BONDED INDEBTEDNESS AND
METHODS OF FINANCING
CONSTITUTIONAL AMENDMENTS
ENERGY AND PUBLIC UTILITIES
GOVERNMENTAL ORGANIZATION
SENATE SELECT COMMITTEE ON
CALIFORNIA'S WINE INDUSTRY
CHAIRMAN

April 6, 1989

Ms. Dee Dee Fiedler
Grant Manager
Department of Conservation
Division of Recycling
P.O. Box 944268
Sacramento, CA 94244-2680

Dear Ms. Fiedler:

I am writing to express my support for the San Jose Conservation Corps' new recycling program assisting various cities and recycling centers with their promotions, recycling operations, intern support, and youth recycling education.

I view the Corps' role in our community as vital in strengthening and expanding our recycling efforts through public education and a wide variety of corpsmember recycling support activities. Cleanup of recyclable materials along Coyote Creek and distribution of flyers promoting curbside recycling are but a few of the services provided by the SJCC.

It is my hope that SJCC will continue to receive adequate A.B. 2020 funding thereby enabling them to continue to perform the excellent services they have been providing in the San Jose area over the past year.

I strongly support the San Jose Conservation Corps' recycling activities and urge that the State Department of Conservation, Division of Recycling favorably review the SJCC's proposed Work Plan. Thank you for your consideration of the SJCC proposal.

Sincerely,

A E Alquist

ALFRED E. ALQUIST

Mr. **Martinez**. We thank you very much, Mr. Hennessy. While I was sitting here, I have always had a tendency to do this, I start thinking things are so good. Growing up when I did through the Depression, every time you thought you were getting a little somewhere, somebody would come along and pull the pins out from under you.

I learned to be just a little bit skeptical. All of the sudden, I got this crazy thought as we were talking. We are anxious for this money because we know that a few dollars in the right places can go a long way to really help eliminate the problems that we do have.

We are not going to eliminate all the drug problems because not every kid is involved in that, not every kid is involved in a gang and all of the young people that are involved in those kinds of activities are not going to rush to these programs. But we are going to help the ones that really see that they want to get out.

Those influences cannot help but have a ripple effect. We have already seen it in your center. I remember the members that were other members of the family that had been there before. In fact, one who was not successful who now is probably kicking himself because he did not stay in the program because the second one is being very successful. So, we see that it will have a ripple effect.

All of a sudden, I got to thinking, so many times—and this is kind of an old cliche that runs around local governments—don't take Federal money because there are so many strings attached to it, you will be unable to do the things you really want to do in the way you need to do them to be most cost effective.

I got to thinking, your programs are innovative. They are creative. You reach out because you see the need. You reach out because you see the way to get to the core of the problem and, in most cases, take care of some real dire situations.

The way the bill is written, the way we have tried to write it is as flexible as can be to let the local people, as Leon says, design the program. We just provide the money. Do you see any drawbacks at all in this that might arise from the Federal Government providing moneys?

Mr. **Burkhardt**. Not only do I not see a drawback, Mr. Chairman, in our programs, largely in California, much of what we do is from this point of view of self reliance. We do fee for service work and a lot of service contracts.

That is fine but that circumscribes the use to which those money can be put. There are an enormous number of unmet social needs which are, in a sense, an emergency situation where either through vandalism or someone needs something done quickly, they are being evicted, a soup kitchen which was moving from one place to another, where we able to go on in.

I see in a sense the possibility of using Federal funds to help us in those areas where the neediest of the needy are, where we do not have to say necessarily in advance, 'We are going to do this project and this project.'

Some of the projects I have to plan a year and a half in advance. That is fine, if its a capital improvement, a place structure for a community center, that is great.

But what about the soup kitchen, the senior center, the child care center, that needs something this week because there was a fire next door or because there is this vacant lot which we can turn into a park. The use of Federal funds for that is a remarkable opportunity for us that I see.

Ms. **Lennon**. I would like to response to that also. We may be one of the only corps in the country that turns down money. But we have turned down JTPA money, for example, for six years. We just took our first contract because the rigidity of the regulations were such that I was not willing to compromise our program.

What wound up happening was that the San Francisco Chronicle did this story on how all of the JTPA funded youth programs in the area were lacking of young people. Then they noted that we had this line of young people waiting to get in the door.

We were then besieged by the JTPA. We have our first contract now. But we wrote the contract. That was the only way I would take the money.

Mr. **Martinez**. Could you give us a report on that and provide that for us?

Ms. **Lennon**. Sure.

Mr. **Martinez**. A copy of the article too, if you can find it.

Ms. **Lennon**. I think I put it in here. But I am not positive. I guess I would want to make sure that we can use the money. I think the reason the corps have been so successful is that nobody owns us.

Those of us who have been the most successful in starting urban programs have used so many different funding sources that we are not reliant on any one or the other. If somebody drops out, it does not effect our program. We just try to find something to take its place.

So, I think that is really critical that however the legislation comes down that we can use it in a way that will respond to the unique needs in our local areas.

Mr. **Hennessy**. I would just like to say that having Federal funds would give us the possibility of helping the neediest of the needy, in regard to homeless shelters and other community needs. We would be able to do that.

In our present program, we are so tight for money, we have to put our corps members out earning the money on fee for service contracts all the time. With the result that we leave a lot of these shelters and needs within the community, we have to bypass them.

I have a list of groups that are calling from the Boy Scouts or alcoholic treatment plans and so on, that need our services to paint their buildings, to landscape around their buildings. We cannot do it for the simple reason we do not have backup of money to do that.

So, we would be able to put these Federal dollars to excellent use in servicing the most basic needs around the community.

Mr. **Martinez**. Thank you. Ms. Unsoeld?

Ms. **Unsoeld**. I was intrigued by your comments about staff training. What kind of requirements and what kind of training do you all currently have?

Mr. **Burkhardt**. At this point, when we put out a job announcement, we ask for a certain level of education and a certain background of work experience which could include coaching or being a carpenter or things like that.

There are two basic things that are needed in someone who is going to work directly with young people, soft skills and hard skills. But whether its masonry, electrical, landscaping, whatever, a sense of understanding and a work discipline and a craft or a trade is highly desirable.

But on the other side of that is the nurturing role, the teacher, the coach, the counselor. Finding the human being who fuses both of them and integrates them and synthesizes them is very difficult. We tend to get one or the other.

So, while I have on my staff a young woman who captained the soccer team at Harvard a couple of years ago, she came to us with no skills, a resilient and resounding personal integrity and we knew she could pick up the landscaping skill.

I have got a young man who is Chinese who is a building contractor. I am working with him on not being quite as demanding on young people, nurturing them. If I could half of their two brains together, it would be perfect.

In the National Association of Service and Conservation Corps, we have about a $200,000 program, which is about one quarter funded at this point, for the basic training of work supervisors and conservation corps programs around the country, addressing essentially those two needs.

But the inservice, ongoing, upgrading, whether its using the Student Conservation Association Trail Building workshops that they have or sending folks on Operation Crossroads Africa to get them away and thinking somewhere or just teaching people anything from blueprint reading to estimating or peer counseling and conflict resolution.

There is so many skills like this that are needed, particularly when we are consciously engaged in trying to bring up into leadership positions young people who have been in the program.

I have four of my staff who used to be corps members. Then they became crew leaders and now they are work supervisors. I want them to get the best possible training so that they can be that much more effective. It is in those areas that we really need some assistance.

Ms. LENNON. When you think about what they are dealing with, that they have to deal with these massive life issues, it just makes it all the more—I mean the burnout rate on supervisors in corps is probably one of the higher burnout rates in the nation, when you look at the kinds of kids that we are serving and what it takes to juggle that job. So, I agree with Robert 100 percent.

Mr. HENNESSY. Its a difficult task. You are dealing with learning skills and developing skills. Then you are dealing with individual people. A crew supervisor has responsibility for 10 independent, thinking people.

So you have got to have a lot of people skills and you have got to have a lot of hard skills. To get the blend, you have got to do a lot of training to develop that type of a person.

Ms. UNSOELD. There is, I can well believe, a high burnout capability. What do you do for soul renewal? What kind of sabbaticals? What do you have for your folks?

Mr. **Burkhardt**. We have been fortunate in our program. We are five years old and we have expanded from 1 crew to 10 crews, or actually to 12 crews, but I have some crews that have only been around for a year or two as we have expanded.

I have on the staff of 20, close to 10 people who have been there for 5 years, including a number of work supervisors and others who have moved up.

There is a number of things that you can do. One is you try to create a team of people and involve first line staff in policy making, the hiring of other staff, so that they have ownership of the program.

You find unusual training opportunities. We sent a young woman to Israel through an exchange program for several weeks, the Outward Bound type or Student Conservation Association trainings, the workshops the National Association has been able to put together which will put a work supervisor from Wisconsin, two from Pennsylvania, some from California.

They can talk shop and no longer be as the lonely vigil, when we share the same kinds of problems and asking them to study their own job and provide me and other administrative staff with ways which we can help them. It has made it possible for us to retain people.

We have lost people through promotions to other organizations which I like and I am supportive of that. But we have indeed been fortunate in that our work supervisors have felt sufficiently part of the program that they own the piece of the rock which provided them with that prestige internally, which said, 'I can stick around.'

I think that programs can be designed that way. Part of that is the leadership that the top level staff can give out. I do not want to pat myself on the back too much.

Ms. **Unsoeld**. I will do it.

Mr. **Burkhardt**. Thanks. The proof is there in our staff. Also, I think that we are in San Francisco very much a multicultural city. So, our staff is composed of African American and latino and Asian, Pacific Island, white people, who struggle with the issues that our culture has forced on us. Through that struggle, we become stronger.

We do staff retreats on a regular basis. Joanna alluded to this counseling support that we have. Its not simply to help corps members. It is also to improve the ability of staff to be more effective. So, we have had weekend retreats on all kinds of issues that make people just feel that much more effective.

Ms. **Unsoeld**. The only last comment I have is to thank all of you for this inspiration. You do not know the increased determination it gives us.

I have been thinking recently that, 'Gosh, the only way we are going to break some of these unfortunate cycles that kids have gotten into, where some of you mentioned third generation being on welfare, is through an early childhood education/child care type program.'

But its marvelous to get inspiration from you that, if we miss some there, we are still going to able to provide some opportunity to give them those life skills. I really thank you for the work you have been doing, that you are doing, and for what you give us to go back and do. Thanks.

Mr. **Martinez**. Thank you, Ms. Unsoeld. I want to take the time because I think its important too. I think Ms. Unsoeld is going to be one of those real bright, shining stars in Congress that are going to help us convince other people of what they need to be convinced of, so, the more information she has, the better off we all are.

I want you to cover a little bit about that unique educational program you have, where you have young people who are coming in who were drop outs at very early grade levels and how quickly they are getting their high school equivalency or even their diplomas.

The other is where you have gained some of your expert tutoring from, those people who are assigned by the corps. Would you cover those two?

Ms. **Lennon**. We are entrepreneurial, I told you. We have a pretty high tech literacy operation. We have, I call it, a high tech, one room school house. Its a multimedia center.

We use workbooks, audio/visual equipment and computers. We have eight schoolteachers that are credentialled through the Oakland Public School System. We get them for free because we provide average daily attendance for the school system.

In fact, we are serving whole families now because, in addition, we try to get money for everything. So, we run a program in the morning when the young people are out in the field for welfare recipients, many of whom are our corps members' mothers.

What we are finding, we use a real combination of ways. Its an individualized program that, as a corps members comes into the program, they are assessed. Then an individualized program is developed for them. We just got an award for being one of the top five most effective literacy programs in the country.

The school system is now taking heed, notice, we will maybe incorporate. But we are finding that, minimally, for every 50 hours of instruction that we are giving, a corps member in our program is going up one grade level which is phenomenal when you look at the failure rate.

For their parents in the morning program we are running the demonstration for the City of Oakland for the new Work Fair Program in California, we are finding that the motivation is a little different but they are going up four grade levels, three to four grade levels, in the same amount of time. So, really, we are achieving pretty phenomenal results.

The retention rate, we are doing a study on the retention rate after they leave the program, has been very successful, noted by the fact that 65 percent of the kids stay in the educational system. Whereas, 95 percent of them when they came in were illiterate. So, its been a very successful program.

We have a huge number of volunteers. We do have some legitimate volunteers that come from UC Berkley. We have become one of their programs for volunteers. But we have become kind of a mecca for corporate types that are working off drunk driving charges, etc.

In fact, we had a corporate vice president of a very large corporation who had to give us 400 hours. So, we now have a rather large resource book of services. Its kind of an interesting program. I have a feeling they choose us because nobody will know them in the ghetto where we operate.

But it has been a really wonderful program. What has happened is that, after they serve their hours, many of them stay on as volunteers. What we are finding now is that we have a waiting list of over 60 people that we cannot take as volunteers in the program.

I think that is becoming common. There was a big article in the Chronicle about a month ago that talked about the MBAs, etc. that want to volunteer and they are turned down once they apply. Its been an interesting mix and they have brought a lot. The combination of volunteers has brought a lot.

We get a lot of retired people which really helps us with an intergenerational model as some of the kids in our program do not have that in their own families. Its really the whole way that the thing operates. It has benefits that we did not know when we started. Its exciting.

Mr. MARTINEZ. It was to me at the time. I thought that was worth sharing.

Ms. LENNON. Thank you.

Mr. MARTINEZ. Thank you all very much, Mr. Hennessy, Joanna, thank you. It was great to see you again and keep on doing a great job. We need your help. Thank you.

Mr. BURKHARDT. By the way, Mr. Chairman, the theatre was opened the other night and the loudest round of applause was for the corps members. You should see that beautiful theatre down there now at the end of Pier 2 that you visited.

Mr. MARTINEZ. Yes, we saw it in the very rough stages.

Mr. BURKHARDT. Its remarkable now and the first performances begin Monday night.

Mr. MARTINEZ. Fantastic. I have told many people about that because I thought that was outstanding. Thank you very much. We are now adjourned.

[Whereupon, at 12:10 p.m., the subcommittee was adjourned.]

HEARING ON YOUTH SERVICE CORPS AND H.R. 717

FRIDAY, JUNE 23, 1989

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Los Angeles, CA.

The subcommittee met at 9:30 a.m., at the Hall of Administration, Board of Supervisors Hearing Room, 500 West Temple, Los Angeles, California, Hon. Matthew G. Martinez, [Chairman] presiding.

Mr. MARTINEZ. I would like to call the meeting to order and make an opening statement and then turn to the Chairman of the full Committee, Mr. Hawkins.

Today's hearing for the House Subcommittee on Employment Opportunities is called to receive testimony on the success of local youth programs and on legislation implementing a nation-wide service corps. This is another in a series of hearings that we have held in California and in Washington, D.C. In each of these hearings we have heard and we felt a sense of urgency about both the youth of America and our nation's communities.

It seems to me that recognition of the great need for comprehensive programs to reverse the current trend of under-utilization of our youth, coupled with the need to instill in them pride in themselves and their communities, is greater on a local level than what I have seen demonstrated by our nation's leaders so far, although the number is growing.

Nation-wide we have seen over the past years our communities suffer increasingly from a drastic shortage of resources in vital areas of local infra-structure, environmental, recreational and human services. And yet we allow young talent and energy to go untapped because of our failure to mold and to provide the model of success to the regions of despair. It is clear from the budget policies that I have seen of the recent years that monies from the Federal Government for critical community service are not likely to be forthcoming in the near future. I do not believe we have moved expeditiously enough to provide the seed money that I believe is necessary to encourage corporations and other private institutions, who have a responsibility in this, to join in with us and contribute to the salvation of many young people who have not yet learned the pride of success.

Locally, an epidemic of school drop-outs, youth gangs, violence and drug dependency is ravaging the youth in our society. Without positive guidance from society, our youth often are rudderless and cannot steer a path into the future. But in some areas, local leaders have seen that our youth offer a boundless wealth of human resources which has not been tapped and are moving to open the window of opportunity to them. Their success has encouraged some of us in Congress to believe that a national program to provide the same opportunity is appropriate.

I am excited by the broad community of interest and caring represented by the witnesses that will come before us today. Congress has a rare opportunity, I believe, to alter profoundly the lives of our nation's youth and the future of our communities in one linked program by challenging communities and youth to work together to improve their neighborhoods and the environment where we live and where we work. This is a challenge, I believe, that most of the young people in our communities will respond to in a positive manner.

I believe Congress has a great opportunity to develop a nationwide youth service concept from a foundation of highly successful and proven array of state and local youth corps programs that have already been pioneered in many local communities. That is why we are here today, to review the diverse range of programs in our native state, to see what positive lessons we can take back to Washington as examples of what already is being done as we try to create nation-wide legislation. We are honored by the coalition of individuals and groups who will give the subcommittee the benefit of their knowledge from first-hand experiences. We look forward today to hearing from all of them.

But first I would like to recognize our distinguished Chairman of the Education and Labor Committee, the Honorable Gus Hawkins. Mr. Chairman.

Mr. **Hawkins**. Well, thank you, Mr. Chairman. I would like to begin by commending you for leadership that you have demonstrated. Five subcommittees of the Education and Labor Committee have components that would be included in this proposal or a finished proposal. I think the Subcommittee on Employment Opportunities that you chair is perhaps the leading one. I think it is rather significant that you have taken the leadership.

I am thoroughly convinced that before the end of the session we will be able to craft a proposal that can be adopted by the full House. It may not be funded in this fiscal year, but certainly we can lay the foundation. I think that your decision to hold these field hearings, to listen to the experts, and to actually document some of the model programs is a very sound decision. May I also pay my respect to the Mayor of the City of Los Angeles who is testifying today. The City of Los Angeles, your district and my district could use this program in its entirety.

The youth of America certainly constitute the future. Unless we do a lot more than what we are now doing, we are not going to reach the year 2000 in a position to compete in the world economy. Saving the youth, using their skills and talents, providing inspiration to them is key to our prosperity and to the survival of the nation. Thank you.

Mr. **Martinez**. Thank you, Mr. Chairman. And before we proceed with the Honorable Mayor, I would like to honor a request that was made by one of the authors of the Bill, Leon Panetta, who wanted to be here today but could not be here and has asked me to insert his statement into the record. And he had asked me to read the entire statement. It is lengthy. I will not read the entire statement, but I believe there are a few paragraphs that should be read and I will read those statements and then I will turn to Mayor Bradley, if you will indulge us, please.

In the second paragraph, Mr. Panetta starts out by saying, "H.R. 717 now has 95 cosponsors, including a number of Republican colleagues which also testifies to the support of the proposals, the proposal itself." In addition, he says, "As you know my good friend, Senator Dodd has introduced a companion Bill, S. 322, that is also attracting a broad range of support." And just two days ago, President Bush reaffirmed his commitment to the National Youth Service movement in a public announcement followed by a more detailed proposal for his own YES Program, Youth Engaged in Services to America, which he issued in a speech yesterday in New York.

First, I commend the President for the attention is bringing to the critical issue of voluntary youth service. National youth service is an idea whose time has come. It has now attracted the attention of the administration, the Congress and most importantly, citizens from every part of the country. Already thousands of young people are working full time in over fifty full youth service and conservation programs throughout the states. Some of these youth are here today from local corps and they are making important contributions while gaining valuable experience. Thousands more participate in these corps on a part time basis, while many others are taking part in programs connected with their school and colleges.

Many of these programs are going and many other new ones are being created. In Congress, as you know, several youth service measures have already been introduced and the interest is high. Once again, I am please that President Bush has expressed interest in the issue and has gone so far as to include a proposal in his budget somewhat similar to H.R. 717. However, the President's attention and his proposal seems to focus mainly on the children of affluent and middle class when, in fact, we should be providing service opportunities for all our young people.

I agree with the President that volunteer service encourages fortunate young people to give something back to the society and makes them better citizens. But it is not only that. For those who have started life with few advantages, it is an opportunity to build the self-confidence, to learn the benefits of commitment and to prepare for school or a career. Unlike the President, 717 would offer young people working in these programs education and employment benefits which would enable them to move from their volunteer service to a new school or career opportunity. This critical component of our measure would provide opportunity for all young people to serve their country.

With that, I will now turn to the Honorable Tom Bradley, Mayor of Los Angeles.

[The prepared statement of Hon. Leon Panetta follows:]

Statement of the Hon. Leon E. Panetta before the Subcommittee on Employment Opportunities
Hon. Matthew G. Martinez, Chairman

June 23, 1989

Mr. Chairman, please allow me to begin by thanking you for convening this field hearing, the second of two, on H.R. 717, the American Conservation and Youth Service Corps Act. This is the fifth time that you have given me the opportunity to appear at hearings on youth service held by your Subcommittee since 1985, and I appreciate all of these chances for input. Beyond that, I deeply appreciate your strong commitment and extensive efforts, as well as those of your staff, to work for passage of youth service and conservation corps legislation.

I am also delighted to be joined today at this hearing by my distinguished colleague, Rep. Augustus Hawkins, the Chairman of the Education and Labor Committee. In addition, I am very pleased that representatives from both the public and private sector are here to testify today. As you can see from the list of witnesses for today's hearing, the wide scope of this group indicates how broad a spectrum exists for the creation of a national youth service and conservation corps program. H.R. 717 now has 95 cosponsors, including a number of my Republican colleagues, which also testifies to the support that this proposal enjoys. In addition, as you know, my good friend Senator Dodd has introduced a companion bill, S. 322, that is also attracting a broad range of support. And just two days ago, President Bush announced that he backs the concept of a National Youth Service and would be introducing more detailed proposals for such a program in the near future.

Youth service is an issue that is attracting more and more attention, both here in Congress and around the country. Already, thousands of young people are working full-time in over fifty full-time youth service and conservation programs throughout the states. Some of these youth are here today, from local corps, and they are making important contributions while gaining valuable experience. Thousands more participate in these corps on a part-time basis, while many others are taking part in programs connected with their schools and colleges. Many of these programs are growing, and many other new ones are being created. In Congress, as you know, several youth service measures have already been introduced, and interest is high. In addition, I am pleased that President Bush has expressed interest in this issue, and in fact included a proposal in his budget somewhat similar to H.R. 717.

America's youth are the most precious natural resource we possess. However, our economy still often does not provide enough opportunity to find a productive and respectable place in society. Consequently, the lives of thousands of youth, and their families, have been damaged or destroyed by drugs, alcohol, and crime. Moreover, even many of those youth who are gainfully employed have turned increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow person. We as a society are partly to blame for this lack of opportunity on the one hand and of social responsibility on the other, and we as a society can and must do something about this.

There are three important factors which seem relevant to the above concerns. First, while overall unemployment has been declining for some time, as of January 1, there were still nearly 2.5 million youth from 16 to 24 without jobs, and these comprised over 37% of all unemployed. While total national unemployment is now 5.5%, youth joblessness is twice that, 11%, with rates of 9.3% for whites, 13.6% for Hispanics, and 23.8% for blacks. While there are some indications that the employment picture for youth is improving, there is still a long way to go, and many of the newly-created jobs are still low-paying, low-potential service sector tasks.

Second, the tightening of federal purse strings over the past eight years has shifted the burden for social programs to states and localities, which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has certainly made contributions but has been unable to cover all the bases. Consequently, vital community services have been cut back significantly cut back in many areas. The large federal budget deficit still facing us, which I am working hard to reduce as Chairman of the House Budget Committee, means that this trend is unfortunately likely to continue.

Finally, there are still some indications of a lack of creativity released a report a few years ago on the state of higher education that indicated a lack of creativity and civic responsibility among college students. This trend is changing, with groups such as Campus Compact actively encouraging college youth to do public-service work. However, the pressure of repaying student loans is forcing many graduates to pursue careers in which they will be guaranteed high salaries. Public service jobs are routinely bypassed for more lucrative private sector positions. A national voluntary youth service and conservation corps program, especially one with an education component such as is included in our bill, could go far toward encouraging college students to do public-service work, during and after their formal education.

I raise these concerns today because I believe that a national youth service corps program of the type before you today would have a direct impact on all of these areas, and would be a key component of a system of national service. Such a program would be an innovative means of restoring lost social services to our communities and performing vital conservation tasks. It would also provide youth with a constructive alternative to unemployment, and to solely pursuing personal gain, that would serve as a powerful lesson in citizenship.

I firmly believe that if we can demonstrate to our young people that society badly needs and values their services, we can go a long way towards relieving the problems outlined above. In addition, recent surveys have shown strong support for voluntary youth service among the American people. For example, a Gallup poll taken in December, 1987, showed 83% favoring the establishment of a voluntary program allowing youth to enroll in either civilian or military service.

In earlier testimony, I have cited the many pressing unmet human, social and environmental needs that could be met by a national youth service program. As you know, it has been estimated that up to

3.5 million positions could be filled by youth service workers, including over 1 million in education, over 700,000 in the health field, nearly 1.5 million in child care, over 165,000 in conservation and the environment, and 250,000 in criminal justice and public safety.

In addition to meeting many pressing needs, we will, by offering an opportunity to perform public service, meet the needs of many youth for a useful role in society and meaningful transition to adulthood. Millions of young volunteers and corps members have already discovered a greater sense of purpose and a renewed spirit of brotherhood through participation in community service projects. The value of such projects is evident to many young people. When youth enthusiastically enroll in the California Conservation Corps, whose motto is "Hard Work, Low Pay, Miserable Conditions," they must clearly be involved for much more than the money, and participants gain at least as much as the recipients of the services.

As I stated at the outset, state and locally initiated youth service programs such as the California corps have sprung up all over the country. At last count, there were 33 year-round state and local service and conservation corps and, including summer programs, a total of 50 in operation involving over 50,000 young people, and this number is growing rapidly. Although the programs vary considerably, they all share a common dedication to the ideals of renewed activism, social responsibility and helping youth reach their potential.

In the 98th Congress, I first introduced the Voluntary National

Youth Service Act, which would establish a program of matching grants to states and localities operating youth service programs. Your subcommittee's hearings on this and on other youth service measures in September, 1985 and June, 1987 were among the first steps in consideration of youth service legislation by Congress.

In the second session of the 100th Congress, Mr. Udall graciously consented to combine his American Conservation Corps bill, which had previously passed and been vetoed, my youth service measure into one unified proposal. I greatly appreciate your consideration of this combined measure, first with four hearings last spring and then with markup in October.

The changes made during and after the amendment's consideration, with much hard work by you and your staff, made this measure even better when it was introduced as a free-standing bill in January. As you know, the program to be created by this bill would be called the American Conservation and Youth Service Corps, and will consist of an American Conservation Corps and Youth Service Corps. You are of course by now familiar with this bill and its provisions, and previous testimony that I gave before this subcommittee, and last month before a joint hearing of several Education and Labor Subcommittees, gives a full description of the bill's provisions.

This measure would lend needed support to existing programs to expand their scope while encouraging other states and localities to launch new programs. The focus would be largely at the state and local levels, yet a national program would supply the coherence. This incremental approach, preserving and encouraging local autonomy and diversity, is the type favored by many youth service and conservation programs, such as the National Association of Service and Conservation Corps, as the beginning of a national program. As I mentioned, it is also similar to the approach embodied in the "Youth Entering Service" ("YES to America") Foundation included by President Bush in his budget. As proposed, this Foundation also envisions a system of matching grants for a variety of youth service and volunteer projects. I look forward to working with the President, and to those who support his idea in Congress, as this proposal is developed.

Mr. Chairman, H.R. 717 would not create another job training program. While these are certainly very important, the Corps strongly emphasizes service, to communities, states, and our country. This call to service is not issued lightly, and it is the entire nation, in the long run, which stands to gain the most from the more outward-looking citizenry that would develop from such a program. A national conservation and youth service corps program would offer young adults a renewed opportunity to earn a sense of pride and self-respect, and fulfill many pressing national human, social, and environmental needs.

At this time, it seems likely that most of the consideration of youth service issues by the Education and Labor Committee, and by the House, will take place in the context of the Working Group on Youth Service that the Committee has created specifically for this purpose. However, full consideration and approval of H.R. 717 by your Subcommittee would be very useful. In particular, it would help ensure that the measure will then be included in any package developed by the Working Group and by the Senate Labor and Human Resources

Committee, which is also working to combine several youth service bills. Therefore, I sincerely hope that you will mark up H.R. 717, and that the bill will then be considered on its own or as part of the full package by the Committee. There is a good chance that youth service corps legislation will be enacted by this Congress in some form, and that a national youth service program will be launched. This would be a truly exciting development.

Mr. Martinez, please allow me again to deeply thank you for convening this hearing, and for all of the work that you have done on behalf of this measure and the cause of youth service. I look forward to continuing work with you on this important effort.

STATEMENT OF HONORABLE THOMAS BRADLEY, MAYOR, LOS ANGELES

Mr. BRADLEY. Mr. Chairman, Mr. Hawkins, thank you very much for permitting me to offer public testimony on the issue of H.R. 717, a national youth services corps. I am pleased to note that Congressman Panetta has targeted the issue very well, because what we are looking for is not another Peace Corps or another Domestic Corps where the people who have good education, good training, good background and experience with work are brought into a volunteer corps. We must get at those who have failed and those whom the system has failed, those whose families have come from poverty and have trapped these youngsters in poverty. Those through whom family dysfunction, they are left without the kind of skills and the knowledge of work experience in their entire lives.

Most of them have had failure in their educational career. And I think that is at the heart of the whole thing. They have failed by the time they are in the third or fourth grade. They never get quality education. They never are exposed to work experience as most of us know it. And these are the young people that we now call disadvantaged or at risk youth. These are the ones that we ought to be targeting through this program. And we have many models. I am please to say that the State of California, through its Youth Conservation Corps, and the City of Los Angeles, which patterned its own Youth Conservation Corps after certain elements of the State's program, I think we are moving in the right direction, but we need help.

We need an opportunity to show these youngsters what it is to offer some experience, to develop a sense of pride in themselves and also pride in keeping, maintaining their neighborhoods or their communities in a decent and safe condition. We know that these youngsters are hungry for this kind of experience. I will cite a couple of examples to show you that from experience, we know that this is true.

We had—we developed a Los Angeles Youth Conservation Corps and these young people, as a key component in their training, had to have an educational element as well as the work experience. And I hope that whatever bill is passed, you never let them get away from a need for a training program. They have to have that. Well, we have a young woman who is on my staff, is the link between our city and the youth, and as a part of their training program, they used one of the old National Guard armories. The place was without heat, cold as could be early in the morning, 6:00 o'clock. These youngsters show up for their training.

It was so cold that our drill sergeant as we affectionately call Olivia Mitchell, had to give them training wearing a hat, an overcoat and gloves. It was just that cold. And I think the only relief they had from the cold was when they did their jumping jack exercises, just sort of loosening the muscles and having the blood flow.

This is a demonstration that these kids are looking for some kind of discipline, some kind of control and direction. And this is the nature of the thing, that I think is going to be essential to the success of the program. To cite another example of how effective the Youth Corps can be, when we had a tragic fire at our library a couple of years ago, we had thousands of volumes of books that were water-logged as a result of the fire fighting efforts.

They had to be freeze-dried. They had to be taken out, transported to a place where they could be cared for. And the volunteers, and we had thousands of them from all sections of our City, came in to help. But there is only so much time that a volunteer is willing or able to give. And so their enthusiasms wore out by the end of the evening the first day of the fire. And they were at their wit's end, wondering what they were going to do, how they were going to remove those books and preserve them.

Well, in comes the Conservation Corps. It was like the cavalry arriving on the scene. And they not only worked the rest of that night, but they came back and did the same thing until all of those books had been transferred and preserved. And as a consequence, we saved much of the collection of books that otherwise would have been lost permanently.

I cite you these examples to show you that this program, though it is modest because of funding, does work. We have another program that is quite similar where about three hundred youngsters over the past year during the summer have been working and then on the weekends, during the school year, have been working on what we call our Clean and Green Program. They are directed and guided by those who run the Conservation Corps. These young people clean our alley-ways, clean the vacant lots, remove graffiti. They have shown a sense of pride in their community that I think is healthy. Their work experience through their training is then designed to transition them into more permanent satisfaction work experience.

These are the elements that I think are going to be necessary as we deal with the issues of poverty and family dysfunction that have driven our young people, a whole generation of them, into gangs and into drugs and other criminal activity. We can save these youngsters. And we can build—re-build our neighbors and our communities. I see this as a principal function of this Bill and I applaud you for your efforts and I wish you good luck as we see it move through the process. I hope it is going to pass this year. As Congressman Hawkins pointed out, the funding may be delayed, but if we can just get the Bill adopted, I am confident that the appropriation is going to follow and we will then be able to have the kind of assistance on the Federal level, a national program that captures the spirit of our young people and directs them into youth services that are beneficial to them as well as their communities. Thank you.

Mr. MARTINEZ. Thank you, Mayor Bradley. One of the things that we know for certain is that with the President wanting something done, although he wants it at different level of participation, that we—at least I am optimistic—might be able to get funding on passage of the Bill. That is the eternal optimist in me. But as Mr. Hawkins has said, our Chairman, even if we do not get funding this year, at least if we get the Bill passed this year, there is every reason to believe that we will subsequently get funding.

One of the things from your experience—and I was the Mayor of a small town, not a city the size of Los Angeles—but I do know that there were many programs, that depended on funding from the Federal Government as well as the State, which is not forthcoming anymore.

Mr. **Bradley**. No, it is not.

Mr. **Martinez**. So it has left us short of the ability to provide services. Let me ask you, in your experience, what are some of the things that you feel that these youth organizations could do to make up for some of that short-fall?

Mr. **Bradley**. We have had to turn to the private sector in so many ways. We lost eighty percent of our funding for housing programs. And we have had to be innovative and secure help from the private sector, investment in housing, low-cost housing, affordable housing. The same thing is true with regard to our work programs. We have been able to get the private sector to come in and offer jobs during the summer. These are the kinds of things that have become absolutely essential.

The objective program has taken over what once we relied upon from the Federal Government. So, I think that we are moving in the right direction. Now, to get some Federal assistance. It does not have to be totally Federally funded, but if you give matching funds, I think you can encourage not only local government but the private sector as well to match that money and help build a larger program.

Mr. **Martinez**. You mentioned several things that are actually built into our Bills, one of which is the educational component. The educational component of our Bill is one of the most ardent steps that we take to try to provide that for them. The other concern you mentioned is the matching funds. Our's is a matching fund Bill. We have found in existing Youth Corps, that corporations are delighted to participate as long it does not end up being their total responsibility. They want to know if the Federal Government and other governments are as involved and committed as they want to be. Have you found this true here?

Mr. **Bradley**. Yes, absolutely true. And, you know, the spirit of the corporate consciousness is just waiting to be tapped. And I think that when you offer programs of this kind where they are asked to make matching grants, they will do so willingly.

Mr. **Martinez**. Mr. Chairman?

Mr. **Hawkins**. Mayor Bradley, the reason we have so many different subcommittees involved is that there are different components necessary to have a comprehensive proposal. One of the components lies within the subcommittee that I happen to also head, the Elementary/Secondary/Vocational Education. In terms of the type of services rendered to the youth in these proposals, do you consider the educational component one of the essential and important elements? That is, should these individuals with inadequate backgrounds also have the opportunity to become better equipped in terms of basic and critical skills? Then their service in a corps of this kind will advance them educationally and not inadvertently encourage them to neglect or even to drop out of school?

Mr. **Bradley**. I recognize that there is a need for this kind of effort, to retrain them or to give them help after they have dropped out of school, and far too many are doing that. But I think that we got to touch them at an earlier stage in their educational career, before they fail, before they drop out. One of the programs which we have started, started in September, we call it LA's Best. It is an after school education and care program.

We take the youngsters from the kindergarten through the sixth grade. We keep them after their regular classes are over. Teachers give them individualized attention. The parents and the neighbors come in to help. And then we hire the bright high school students from the high school nearby to come in and tutor these youngsters. And so they get, from the very beginning of their educational career, the kind of input, the kind of help that they need so that they succeed in class rather than fail. And they will be able to keep up their work, and they will be able to get the preparation that they need to stay in school and to succeed in their educational career.

Now, this program is modest. We started with ten schools. And again, the private sector has come in to finance five additional schools. We expect to go back into court at sometime latter part of this year to ask for approval to spend the money that is being generated by the Downtown Redevelopment Program. If we get that money, we will expand this program to every elementary school in Los Angeles. That, I think, is going to be a major step forward in insuring the success of our young people their first time around rather than have to come back for remedial training at a later time, after they have dropped out.

It is much more difficult when you do it then. We have no choice now. We have to do remedial training. We have to give them the kind of extra assistance that they need because they did not get it the first time around.

Mr. **Hawkins**. Thank you.

Mr. **Martinez**. Thank you, Mr. Chairman. It is indeed a rare honor to be able to hear from three such distinguished officials from such diverse levels of government. We thank you very much, Mayor Bradley, for you excellent testimony.

Mr. **Bradley**. Thank you, Mr. Chairman.

[The prepared statement of Hon. Thomas Bradley follows:]

United States Congressional Hearing
Committee on Education and Labor
Education and Labor Subcommittee on Employment Opportunities
Honorable Matthew Martinez
NATIONAL YOUTH SERVICES CORPS

TESTIMONY OF MAYOR TOM BRADLEY
FRIDAY, JUNE 23, 1989
LOS ANGELES COUNTY HALL OF ADMINISTRATION

I AM ESPECIALLY PLEASED TO OPEN TODAY'S HEARINGS. I STRONGLY SUPPORT HR 717 AND URGE CONGRESSIONAL APPROVAL. I HOPE TODAY'S TESTIMONIES WILL PROVIDE THE FOUNDATION NECESSARY TO SECURE THE BILL'S PASSAGE. THE PURPOSE OF YOUR HEARINGS AND THE BENEFACTORS OF YOUR PROPOSED LEGISLATION ARE WORTHY OF YOUR EFFORTS. YOUNG PEOPLE NEED ANOTHER WAY TO MAKE THE PAINFUL BUT REWARDING TRANSITION TO FULL ADULTHOOD, THAT CANNOT BE DISPUTED.

FAR TOO MANY OF OUR YOUNG PEOPLE ARE UNABLE OR UNWILLING TO USE THE TRADITIONAL ROAD TO SELF-SUFFICIENCY WHICH IS A COLLEGE EDUCATION, ESPECIALLY ONE GAINED IN A NEW CITY, STATE OR COUNTRY. UNFORTUNATELY, EVEN THIS TRADITIONAL PATH DOES NOT LEAD TO POT OF GOLD AT THE END OF THE RAINBOW - A GOOD PAYING JOB WHICH TRANSLATES INTO MONEY FOR MORTGAGES, CAR PAYMENTS AND LEISURE ACTIVITIES.

TODAY, PROBLEMS OF ILLITERACY, POVERTY, FAMILY DYSFUNCTION, SOPHISTICATED TECHNOLOGY, A FAILING ECONOMY AND THE LOSS OF MANY GOVERNMENTAL SUPPORTS FOR PEOPLE FACING CATACLYSMIC EVENTS CREATE A QUAGMIRE FOR EVEN OUR BEST AND BRIGHTEST YOUNG PEOPLE.

IN THE VERY NEAR FUTURE WE WILL HAVE A GENERATION OF CHILDREN WHOSE MENTAL AND PHYSICAL CAPACITIES ARE LIMITED AS A RESULT OF THEIR BEING BORN THE CHILDREN OF DRUG ADDICTS, CHRONIC ALCOHOLICS AND AIDS SUFFERERS.

ADDED TO ALL OF THESE PHYSICAL, FINANCIAL AND FAMILY PROBLEMS IS ONE OF GREATER CONCERN WHICH IS ONE OF THE FOCUSES OF TODAY'S PANEL...THE LOSS OF SPIRIT...THE WILLINGNESS AND DESIRE TO OVERCOME ALL OBSTACLES TO ACHIEVE A GOAL. THIS MALAISE AFFECTS YOUNG PEOPLE ACROSS ECONOMIC, INTELLECTUAL, CLASS AND ETHNIC BOUNDARIES. YET, WE HAVE FOUND IN OUR WORK WITH YOUNG PEOPLE IN THE CITY OF LOS ANGELES, THAT GIVEN AN OPPORTUNITY TO CONTRIBUTE TO THOSE LESS FORTUNATE, TO IDENTIFY ISSUES THAT AFFECT THEM DIRECTLY SUCH AS AIR POLLUTION, GRAFFITI, NUCLEAR WAR, THEY WILL RESPOND WITH ALL OF THE VIGOR WHICH IS THE HALLMARK OF THEIR YOUTH.

IN LOS ANGELES WE HAVE BEEN FORTUNATE TO HAVE A NUMBER OF SUCCESSFUL CORPS TYPE PROGRAMS. WE HAVE MADE FULL USE OF THEM AS A HAVEN FOR OUR YOUNG PEOPLE AND AS PARTICIPANTS IN OUR MANY PROGRAMS. MY STAFF AND OTHER CITY STAFF HAVE SERVED ON ADVISORY COMMITTEES AND WORKED DILIGENTLY TO HELP ENSURE THE SUCCESS OF EACH PROGRAM AND ITS YOUTHFUL CLIENTS. THE CALIFORNIA CONSERVATION CORPS HAS ALSO BEEN HONORED AND FORMS THE BASIS FOR THE PROGRAM YOU ARE PROPOSING ON A NATIONAL LEVEL. B.T. COLLINS AND HIS MODEL OF "HARD WORK, LOW PAY AND MISERABLE CONDITIONS" HAS

BEEN ATTESTED TO BY A MEMBER OF MY STAFF WHO GAVE CIVIC AND LEADERSHIP SKILLS DEVELOPMENT LESSONS AT 6:00 A.M. TO THE CORPSMEMBERS WHEN THEY WERE LOCATED IN THE UNHEATED NATIONAL GUARD ARMORY NEAR DOWNTOWN. SHE CLAIMED IT WAS QUITE AN EXPERIENCE TO PROVIDE THE TRAINING IN AN OVERCOAT, GLOVES AND HAT. THE SESSIONS WERE FREQUENTLY INTERRUPTED TO PROVIDE "WARM UP" BREAKS OF JUMPING JACKS AND JOGGING IN PLACE.

IN MARCH 1985, A GROUP OF LOS ANGELES-BASED CIVIC AND COMMUNITY LEADERS ENTHUSIATICALLY SUPPORTED AND DEVELOPED A LOCAL CONSERVATION CORPS. WE WORKED WITH THIS BUSINESS/COMMUNITY GROUP WHEN THEY WANTED TO DEVELOP A LOS ANGELES CONSERVATION CORPS TO EMBODY THE SAME PRINCIPLES AS THE CALIFORNIA CONSERVATION CORPS, BUT FOCUS ON LOCAL URBAN NEEDS. THE LOS ANGELES CONSERVATION CORPS PROGRAM WAS OFF AND RUNNING, HARD AND FAST BY APRIL 1986, UNDER THE DIRECTION OF MARTHA DIEPENBROCK AND BRUCE SAITO.

IN ONE OF THEIR EARLIEST PROJECTS, THEY ASSISTED THE STAFF OF OUR CENTRAL LIBRARY AFTER THE DEVASTATING FIRE WE SUFFERED. THOUSANDS OF WATERLOGGED AND SMOKE DAMAGED BOOKS HAD TO BE QUICKLY CATALOGED AND BOXED TO TRY AND SAVE OUR COLLECTION. HUNDREDS OF PEOPLE RESPONDED TO THEIR CALL TO VOLUNTEER BUT AS NIGHT FELL, THEY WENT HOME LEAVING THE STAFF TO CONTINUE THROUGH THE NIGHT. THE STAFF AND ADMINISTRATORS BEGIN TO FEEL OVERWHELMED BY THE TASK WHICH LAID BEFORE THEM WHEN THEY LOOKED UP AND SAW AND HEARD ROUNDING THE CORNER THE YOUNG MEN AND WOMEN OF THE LOS ANGELES CONSERVATION

CORPS. THEY CAME DAY AFTER DAY UNTIL THE TASK WAS COMPLETED. THE TWO CORPS PROGRAMS I HAVE SPOKEN ABOUT CONCENTRATE ON 16-22 YEAR OLDS. THE CALIFORNIA PROGRAM BRINGS IN YOUNG ADULTS FROM THROUGHOUT THE STATE; THE LOS ANGELES PROGRAM FROM THROUGHOUT OUR CITY. LAST YEAR, MY OFFICE DEVELOPED A NEW CORPS: CLEAN AND GREEN. THE CLEAN AND GREEN PROGRAM IS FUNDED BY THE CITY OF LOS ANGELES AND OPEARATED BY THE LOS ANGELES CONSERVATION CORPS. CLEAN AND GREEN EXPANDS THE IDEALS OF COMMUNITY SERVICE TO INCLUDE OUR YOUNGER RESIDENTS FROM AGES 12 AND ABOVE.

CLEAN AND GREEN PROVIDES STIPENDS FOR JUNIOR HIGH SCHOOL STUDENTS TO SPEND THEIR WEEKENDS AND SUMMERS CLEANING UP THE COMMUNITIES IN WHICH THEY LIVE. THEY KEEP THE HOME COMMUNITIES CLEAN AND GREEN BY REMOVING GRAFFITI, PLANTING TREES, SHRUBBERY, FLOWERS AND REMOVING TRASH AND LITTER FROM OUR STREETS AND ALLEYWAYS. THEIR BRIGHT GREEN SHIRTS CAN BE SEEN THROUGHOUT OUR CITY ON WEEKENDS. SUPERVISING THEIR ACTIVITIES ARE OLDER YOUTH SOME OF WHOM ARE "GRADUATES" OF THE OTHER CORPS PROGRAMS.

EACH OF THESE PROGRAMS INCLUDES AN EDUCATIONAL COMPONENT. THE EARLIEST RECRUITS WERE MOST OFTEN HIGH SCHOOL DROPOUTS WHO HAD HAD MINIMUM SUCCESS WITH EDUCATION AND LEARNING. FOR THE CONSERVATION CORPS, THE REHABILITATION OF THE SPIRIT THROUGH THE ACCOMPLISHMENT OF DIFFICULT AND UNPLEASANT TASKS AND THE REHABILITATION OF OUR FORESTS TRAILS WERE DUAL GOALS. FOR THE LOS ANGELES CONSERVATION

CORPS, THEIR CURRENT EFFORT IS TO ASSIST THE CITY IN OUR AGGRESSIVE RESIDENTIAL RECYCLING PROGRAM.

IN ADDITION TO FULL TIME CORPS THERE IS A GREAT NEED FOR COMMUNITY SERVICE OPPORTUNITY FOR HIGH SCHOOL YOUTH. IN LOS ANGHELES, WE ARE FORTUNATE ENOUGH TO HAVE THE YOUTH AND COMMUNITY SERVICE (YCS) PROGRAM, OPERATED THROUGH THE LOS ANGELES UNIFIED SCHOOL DISTRICT AND BY THE CONSTITUTIONAL RIGHTS FOUNDATION. THEIR TASKS INCLUDE TUTORING YOUNGER STUDENTS, WORKING WITH THE ELDERLY, AND MEETING A WIDE VARIETY OF COMMUNITY NEEDS. THESE STUDENTS HAVE AN IN-SCHOOL OPPORTUNITY TO BECOME INVOLVED IN THEIR LOCAL COMMUNITIES AND IDENTIFY PROJECTS OF PERSONAL INTEREST. YCS ENCOURAGES STUDENT LEADERSHIP, AS WE WITNESSED ONE WEEKEND, WHEN A STUDENT RALLIED HUNDREDS OF STUDENTS TO PAINT OUT GRAFFITI -- WIPE OUT WEEKEND, OR WOW -- WAS ONE YOUTH'S BRAINCHILD AND IT WORKED.

THE EMPHASIS ON PRACTICAL EDUCATION IN THE EARLY CALIFORNIA CONSERVATION CORPS HAS BEEN IMPROVED UPON BY EACH OF THE SUCCESSOR CORPS. THERE WAS A NEED IN EACH OF THE PROGRAMS TO PROVIDE A BRIDGE BACK INTO SOCIETY. TWO YEARS IS NOT ENOUGH TIME TO REMEDY THE EDUCATIONAL, SOCIAL AND WORK RELATED NEEDS OF YOUNG PEOPLE WHOSE PREVIOUS LIVES ARE ONES OF EXTREME DEPRIVATION. HOWEVER, NONE OF THESE PROGRAMS IS EQUIPPED FOR LONG TERM CARE. THE ADDITION OF FINANCIAL ASSISTANCE FOR EDUCATION AND WORK AFTER SERVICE IN THE CORPS IS A GOOD INVESTMENT IN THEIR FUTURE AND, THEREFORE, IN THE FUTURE OF OUR NATION.

I MUST ADD THAT FURTHER SUPPORT FOR YOUR EFFORTS COMES NOT ONLY FROM OFFICIAL CIRCLES BUT NO-LESS-EXPERTS, OUR YOUNG PEOPLE ON THE OTHER SIDE OF THE LAW. SEVERAL YEARS AGO WE INVITED YOUNG PEOPLE ATTENDING A VARIETY OF OUR CONTINUATION AND TRI-C SCHOOLS IN TO DISCUSS THEIR VIEWS ON GANGS AND GANG BEHAVIOR. SURPRISINGLY, THEY SPOKE HIGHLY OF THE CORPS PROGRAMS. THEY HAD FRIENDS AND FAMILY MEMBERS WHO HAD USED THE VARIOUS CORPS PROGRAMS TO GET OUT OF THE NEIGHBORHOOD, ONCE THEY CHOSE TO GET OUT OF THE GANG OR TO KEEP FROM BEING FORCED TO JOIN A GANG.

THE YOUTH IDENTIFIED THE UNIFORMS, THE DISCIPLINE AND THE EXPERIENCES OUTSIDE THE CONFINES OF THE CLASSROOM AS IMPORTANT PARTS OF CORPS PROGRAMS. I DON'T BELIEVE YOU CAN GET A BETTER ENDORSEMENT THAN ONE FROM YOUNG PEOPLE WHO ARE ABLE TO ASSESS THE REALITIES OF STREET LIFE AND NAME THE CALIFORNIA CONSERVATION CORPS AND THE LOS ANGELES CONSERVATION CORPS AS A ROAD TO SUCCESS.

SPECIFIC INFORMATION ABOUT THESE PROGRAMS AND THE NEED FOR LEGISLATION WILL BE PRESENTED BY THOSE WHO RUN THEM AND THEIR PARTICIPANTS. I WILL CONTINUE TO SUPPORT THEIR EFFORTS AND REMAIN COMMITTED TO PROVIDING DIVERSE OPPORTUNITIES FOR OUR YOUNG PEOPLE IN OUR CITY SO THAT EACH HAS THE CHANCE TO REACH HIS OR HER FULL POTENTIAL. I AM CONFINDENT WE WILL HAVE A BI-PARTISAN SUPPORTED NATIONAL YOUTH SERVICES BILL.

THANK YOU.

Mr. MARTINEZ. Mr. Edelman.

STATEMENT OF HONORABLE EDMUND EDELMAN, SUPERVISOR, LOS ANGELES COUNTY

Mr. EDELMAN. Thank you very much, Congressman Martinez and my good friend, both of you, Gus Hawkins, who—he and I went to Washington at the same time, he as a Congressman, I as a young lawyer working for the Education and Labor Committee. And I am so pleased to see his great work on that committee over the years and compliment him on so many innovative job training programs, educational programs and we are very proud of him. And of course, Marty Martinez, outstanding City Councilman and Mayor from Monterey Park, I am very pleased to see his involvement in this very important area.

I do not know if the members of the Committee recently read about a study that just came down by the UCLA School of Architecture and Urban Planning, the graduate school, that indicates that the poverty level in Los Angeles County is increasing. While we have great wealth, that is increasing, we also have great poverty. And the gap between the two is increasing. The problem today is that we are not able to provide the youth of this country the opportunity to break out of the cycle of drop-out, of failure in the educational system.

The schools are doing the best job they can, but there are so many problems in the community that break down, as we know of the family unit, that a national service corps would provide an opportunity to give these young people a second chance, if you will, a second chance at developing skills, a second chance at getting through high school, if they were a drop-out, a second chance of developing discipline and values.

I think this has got to be a national initiative. Certainly, my colleague, Jerry Brown, here today did any outstanding job in setting up the California Conservation Corps. And I understand that your Bill mirrors that program developed by Governor Brown. I think we need to approach this, without question, on the national level. We had the President last night speaking about an effort to get volunteers to do this. That is fine and good. We should encourage that. We should support that, but that alone will not solve the problem that we face.

The youth between sixteen and twenty-four are critical. If they are not in school, if they do not have a job, they are out on the street. They are selling drugs. They are robbing. They are mugging. They are in gangs. This is the critical stage where we have more homicides committed in that age group, sixteen to twenty-four. They need to have the opportunity to regain their own self-worth. No local community has the resources completely to do that. That is why we need this national initiative, a youth service corps.

Obviously, it has to be merged with the private sector. I think it is critical that there be linkages between the private sector and the programs. There has to be contacts with the city and county governments and I think your Bill has those linkages. And I think that the people in this country will recognize that for dollars spent here, we are saving the cost of criminal justice which is very expensive to put kids in detention facilities, to go through the courts. It is an investment. We hear all the time about government spending. Little do we appreciate the investment that government makes in our communities and in individuals.

And I look on this Bill as an investment, as an investment. And I could think of no more important area than this endeavor of reaching out to the youth and giving them an opportunity to get back into the mainstream, to develop the skills, the discipline, the values that they need to lead a constructive life. And we have to do something and I think this is it. And therefore, I am very pleased to be here today to add my voice in support of your efforts, Marty, and certainly Gus Hawkins' efforts in this regard.

Mr. MARTINEZ. Thank you, Supervisor Edelman. You mentioned towards the end of your statement about the cost savings in just the criminal justice system to make these young people productive and persuade them into a different direction than they go when they end up in the juvenile court system and eventually incarcerated, which you know, is a very expensive thing. But, you know, when we are trying to sell these bills, we can never use that as a cost towards providing money for the bill, initially. We think penny-wise and dollar foolish. It is just how much are we going to spend now, never mind what we are going save. It really is related and it should be a consideration.

But, in this Bill, as the Chairman had stated earlier, the cost is the factor in convincing enough people that we should do this and do this now, and find the funding for it somehow. There is funding that we could make available for this. But there is another aspect to it that I thought of recently. When I was in San Francisco, it was pointed out to me that in California, the Bottle Bill had a percentage of the money going back to the California conservation corps. Do you know what that percentage of the money is and has Los Angeles been getting a portion of that money?

Mr. EDELMAN. I do not know but maybe Governor Brown might know. I am not clear, but we can supply that information to you to determine what amount of money comes back to LA County from that Bottle Bill.

Mr. MARTINEZ. You know, I would be interested in having that information because it suddenly struck me that if we had a national bottle bill, which is not a bad idea. In fact, a piece of legislation that has been introduced by, I think, Paul Henry to create a national Bottle Bill. And we have started to talk to him about doing the same thing that we did in California, taking a portion of the money that comes back from that directly back to these conservation corps because after all, it is linked.

Mr. EDELMAN. Well, I think that is an excellent idea. To get some kind of revenue source that would be ongoing and earmarked, I think, would help get support. You would have to fight the bottle industry, I guess, or the glass industry or whatever.

Mr. MARTINEZ. Well, I think after California's experience, the bottle industry should not be that averse to it now, because it has worked out to their benefit and has not hurt them that much. Mr. Chairman.

Mr. HAWKINS. Thank you. Ed, may I say that it is a pleasure seeing you. You have come a long way since the days we started.

You were there during the mid-'60s when we did a lot of innovative things, as I look back on it. I think we have every right to be very proud of many of those things that we did. I do not know why programs of this nature that are social and moral in character, have such a tough time these days. They are cost effective. In terms of the struggle we had a week ago, when we were trying out to bail out the savings and loans, we practically committed ourselves to almost two hundred billion dollars, our youth is worth spending real money to develop.

Certainly the youth need to be bailed out as much as any one group. I suggested earlier that we may not get the funding at this fiscal year but I don't think that we should be pessimistic because in the long run we are going to win. It is, I think, very significant that today we started out with the City Government. We are listening to you representing the County Government. And we soon will get the State perspective. It is almost like having a triple crown today.

But I think eventually we will, and I am looking forward to some testimony from the corporate sector.

Mr. **Edelman**. I agree with you, Gus, that the public interest is served by aiding our young people. The young people are going to be adults and they will come out of that youth period where they are at risk, between sixteen and twenty-four. Either they are going to have the skills, the values, the educational level that they need to become a productive citizen or they are going to be a drain. They will be an anti-social statistic which leads to most cost in society. Unfortunately, we are not able to persuade a lot of people, at the present time, that this kind of spending is an investment.

People call it government failure and I do not understand that. I think those are people who do not want to see our tax structure changed or increased and we know that services do not come out of the clear. They have to be paid for. And we are living in this county with the failure of—crisis in terms of social services, mental heath services, hospital services are threatened unless this budget surplus in Sacramento is worked out in such a way that we get some of it across the board. Children service workers are carrying case loads that are unconscionable because there is not enough money and society is paying the consequence.

That is why we have our jails filled to the rim. We have to spend millions of dollars building detention facilities, unbelievable amounts. Instead of putting some money in at the front end of the system to keep people out of the system, we are putting all of our resources at the tail end of the system when it is too late. And this is an effort to reverse that. So, let me salute both of you for your constant support in this effort. Do not give up the ship.

Mr. **Hawkins**. We will be back in two to three weeks on another hearing on the Job Training Partnership Act. I hope at that time, we will also have your testimony as to what can and should be done to improve the Job Training Partnership Act. It is the only job training program we do have. It is a very small one, reaching only about four percent of the eligible population. But I think it is going to be these programs that are going to rescue the youth. If we do not hurry up, it is going to be too late. And so, again, I commend you for having instituted at the county level some of the things that we struggled to get on the books in the mid-1960s.

Mr. **Edelman**. Thank you, Gus.

Mr. **Martinez**. Thank you, Mr. Chairman. Supervisor Edelman, thank you very much for your support and your testimony and we look forward to seeing you soon and working with you on this important matter.

With that, it is great to welcome Governor Brown. Good to see you again.

[The prepared statement of Hon. Edmund Edelman follows:]

Supervisor Edmund D. Edelman

Chairman, Board of Supervisors

House Subcommittee on Employment Opportunities

Testimony for Field Hearing on HR 717

Los Angeles

June 23, 1989

Congressman Martinez, thank you for conducting this field hearing on HR 717 in Los Angeles and for the opportunity to meet with you and offer my comments on this important measure.

HR 717, which would establish the American Conservation Corps and the Youth Service Corps, is one of a number of pieces of legislation which have been introduced in Congress this year to create national service programs. Before I comment specifically on HR 717, I would like to make some general observations about the need for a national service initiative.

There is a great need for a cohesive national policy of community service, particularly for our disadvantaged young people. To be successful, such a Federal policy must be developed and implemented in partnership with state and local governments. All levels of government must pool their resources in a cooperative effort if a program of national service is to effectively address this country's problems. Communities in both urban and rural areas are crippled by poverty, homelessness, including families and runaway youth, illiteracy, a high school dropout rate as high as 40 percent in some areas, high youth unemployment, particularly among minority youth, and a shrinking pool of workers qualified to fill new jobs.

To be successful, I believe that a national service initiative must incorporate the following elements:

- Well defined national goals with sufficient flexibility to permit local decision-makers to tailor the program to specific community needs;
- Meaningful training and educational enhancements which will equip participants for real jobs in the 1990s;
- Targeting of resources and outreach to communities of greatest need;
- Streamlined administration and most effective use of resources through coordination and enhancement of existing programs, such as the Job Training Partnership Act (JTPA) and the California Conservation Corps, which have proven successful; and
- Priority funding consideration for those projects which can demonstrate the most direct linkages with educational institutions, vocational training programs, labor, and private employers.

Another key element to which I wish to give special emphasis is the necessity for a linkage with substance abuse education, prevention, and treatment programs. This nation's communities and many of the young people who are the potential participants in national service have been caught up in the drug abuse epidemic. Any program which ignores this terrible reality and fails to address its effects will have seriously limited the opportunities for success.

Specifically in regard to HR 717, I want to express my strong support for this bill. I believe that it embodies those elements which are essential for a successful national service program. In particular, I am very pleased to see that it includes the following provisions:

- Coordination with state and local governments;
- Direct linkages with JTPA and state conservation corps;
- Emphasis on disadvantaged youth, including those who are economically, socially, physically, or educationally disadvantaged;
- Educational and training enhancements, as well as job guidance and placement;
- Coordination with labor to avoid displacement of regular jobs and employees;
- A clear description of service categories which target area of greatest need, including literacy, repairs to low-income housing, hospitals, nursing homes and hospices, law enforcement, and day care centers, as examples; and
- Research and evaluation.

In short, HR 717 embodies those principles which will lead to a successful program. Whether HR 717 is passed and signed into law as proposed or is merged into an omnibus national service initiative which is generally consistent with this measure, there will be strong support within the State of California and the County of Los Angeles. In that regard, I would like to make a few comments about local implementation.

The California Conservation Corps has been a highly successful program. You have testimony today from the Corps, so I will only comment briefly on this point. The CCC provides more than three million hours of public conservation work and emergency assistance to the State each year. Besides the success of the CCC program itself, the Corps has been involved in partnerships with counties, cities, and nonprofit agencies where State funds are matched with local funds to involve greater numbers of young people in urban areas in this positive experience. We are particularly proud of the work of the Los Angeles Conservation Corps, a non-profit agency under contract to the CCC.

The County's JTPA program implementation has also been highly successful. Under the guidance of the Board of Supervisors and the Private Industry Council (PIC), thousands of economically disadvantaged youth and adults are provided with training and jobs each year. These services are provided through County contracts with consortia, cities, school districts and private non-profit agencies.

Each year the County's JTPA program has exceeded its goals. It is significant that from throughout the State, Governor Deukmejian selected the County's PIC as his nominee for the President's Award of Excellence.

Without going into more detail, I believe there is ample evidence that HR 717 would be successfully implemented in the State and the County based on our track record. Certainly I am urging our PIC and JTPA program administration to begin planning for the necessary coordination and resource sharing. Just as the County has successfully implemented the JTPA program here, we will provide the prudent management and creativity for a successful Youth Service Corps.

In summary, I strongly support national service legislation, and I believe that HR 717 provides the model. Los Angeles County and the nation need such legislation to provide opportunities for our young people and to address the deep social problems which we are facing.

Congressman Martinez, I thank you again for the opportunity to share my comments on this important measure, and I would like to close by pledging my active support.

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STATEMENT OF HONORABLE JERRY BROWN, FORMER GOVERNOR, CALIFORNIA

Mr. **Brown**. This seems like deja vu talking to Gus Hawkins about job training and youth programs because he has been in the forefront since, I think, before I was born. That is a slight exaggeration, but——

Mr. **Hawkins**. I used to slap you on the old head when you were a kid over in the Governor's mansion.

[Laughter]

Mr. **Brown**. A long time—it shows you how long you have to keep fighting for these things. And I not only represent having been a Governor and having founded the California Conservation Corps, but I think equally to the point is the fact that clearly I represent seven million Democrats in this State who have a very different philosophy about what the role of government is. And these seven million Democrats are looking for some clear direction that distinguishes their party and their philosophy from other competing political parties.

And certainly the investment in youth, the long-term perspective, the protection of the environment goes to the very essence of what the democratic party is all about. And for that reason, I am particularly glad to be here to articulate some of those values. Just going back a little bit to what the CCC was all about. It was founded, very simply on the ideas of Franklin Roosevelt. We had a big discussion about what to call it. We called it CCC after the Civilian Conservation Corps.

And in Roosevelt's time, there were two million people that went through that corps, several million. And guess what? America was poorer then. And guess what? We had a hundred million less people in the country. The average income of an America with a million less people was one-third of what it is today. And yet somehow, these fewer and poorer Americans were able to invest in millions of people for the CCC. So, what is wrong today? It is not the lack of money. There is no lack of money.

Gus pointed out that the Congress is bailing out the savings and loan industry. Why are we not investing in bailing out young people? It is very simple, because there is no political will sufficient to move the nation. That is what the problem is. It is not a lack of money. There is plenty of money in this country. It just is not going in the right places and it is not being collected in the right amounts from the right people. And I think that, ultimately, is what we have to get at.

I do not even see this exactly as a remedial program. The notion of a youth conservation corps is to take young people, young men and women and give them an opportunity to serve the country, serve the future, test their own powers, experience who they are and to contribute something to the country that made their lives possible. The difficulty we run into is, unlike a lot of government programs, there is not a special interest here. There is no providers who are going to get reimbursed. There is not a big lobby that has a lot of money to pressure everybody into getting more money.

All—the thing that happens here—all what happens is young people get a job and the people in the corps who train them, they also get a job. And what happens is that that power and that force is not strong enough to this date. But I believe that the most important thing you can do is to build a political constituency for investing in young people. And this is a political question. We heard what the President said, volunteerism, great idea. The fact of the matter is, there is now a genocide of a whole generation in America. And the people who are in charge are going to be dead and gone before the full bills are being brought in. And somebody has got to sound the alarm and tell people that.

It is not only the environment that is deteriorating. It is the young men and women of America. And we are not going to make it with the present attitude. So, I like the analogy of a three hundred billion dollar bail-out of a bankrupt industry because the most important industry is young people and the future.

Let me just point out a few salient points about what a youth corps has to do, in my opinion. First, it has to instill values. The reason why we picked Conservation Corps was because the environment, planting trees, fighting erosion, clearing streams, related to long-term values. People who were in Roosevelt's Conservation Corps come back and bring their grandkids to show them a trail or cabin or trees that they, themselves, planted. It creates continuity and nothing is needed more in an age of disposable relationships, disposable lives, and immediately changing fashions.

Now, it does not have to just be the environment. It also could be helping the elderly, helping people in the inner-city. The second thing that I believe a conservation corps has to do, or a youth corps, it has to test the powers of young people. I believe people are in gangs because gangs are exciting, takes skill, takes courage. It takes the risk even of death. And unless young people are given an opportunity to face risk and challenge to test their own powers, it is not going to be interesting. There is a reason why people join the Marine Corps, why they join the Foreign Legion, because there is some danger involved.

And working in various places of this country and this state, there are dangers. And fighting fires can be dangerous. But people like that. And I do not think we ought to shrink away from that. Using power tools is dangerous, but somebody will chop their arm off, but learning skill and testing ones powers is what it is about to grow up and become an adult. It is a right of passage. Every other culture in the entire history of the world has a right of passage, whereby a boy becomes a man, a girl becomes a woman.

We have to create that right of passage and a youth corps, serving people, risking danger, testing the powers of young people, is the most appropriate right of passage that we, as a nation, can create. Maybe I could just conclude by saying that this is not just for poor people. This ought to be a program for as many young men and women as possible. We are not a nation that should discriminate from which census tract you came from. The Army was the most integrating experience that this country had ever seen in the history of the whole country, World War II. That is when probably the Civil Rights Movement got its first seeds planted.

I believe in a world where we cannot afford wars anymore. You need the functional equivalent of war. That is what William James talked about, the moral equivalent. Protecting the environment, serving the elderly, planting trees, helping people in their neighbors, that kind of moral commitment is what is required. And I believe that is required of people in Beverly Hills, of people in Watts and people in East LA and people in San Francisco. So, I know you have to start in small steps, but I believe I can really speak for the seven million Democrats of this State, that they want more. They want more than just a thousand points a light. They want a financial commitment on the part of Congress to invest in their future.

And we know how much we are spending. You are spending less on cigarettes. You are spending less on cosmetics, on underarm deodorant than we are on investing in a youth corps. It is pathetic. It is the sign of a dying attitude and it ultimately brings the country down. So, I would like to take the more bold approach and start demanding and pushing for not a little small tiny bitty corps that has a few thousand people in it, as we now do in California, but a large undertaking. When we started the CCC, the idea was start small, because we are trying something difficult. Now, it has been small. It has been two thousand young people and—for the last twelve years. When do we start expanding it?

We have the money. What we have to develop is the political will and start involving millions of people and having kids from Watts working along with kids from Beverly Hills, working together, fighting fires, clearing trails, planting trees, helping senior citizens in all parts of the city. That is what a youth corps ought to be and I do not think in the need to compromise, you ought to fool anyone or hesitate from laying out what the challenge is. And the challenge is, if we do not really make an investment, then we are all going to suffer for it. And we are not only going to have a trade deficit and a budget deficit, but we are going to have a human deficit which is getting bigger and bigger under this wrong false attitude that happens to prevail today, that if government has anything to do with it, it is bad unless it is war.

And we need the moral equivalent of war, and I think that is the American Youth Conservation Corps. And we ought to model it just on what Roosevelt did. It was popular then. I believe it is popular today. And with enough support, I believe our political party can get even President Bush to sign a bill like that.

Mr. MARTINEZ. Thank you, Mr. Brown, Governor Brown. You know, as you were speaking, you conjured up all kinds of thoughts in my head. As we have gone through these hearings, like I said earlier, in Washington, D.C. and here, we have felt, on a local level at least, that great sense of urgency that you have just expressed. The urgency has been conveyed that legislation has to be done and the political will has to be there to do it. And, when I said in my statement earlier that I did not see enough of a commitment by enough of our nation's leaders at this time, even though it is growing, to really move with the expediency that you talk about, maybe testimony like yours will spur somebody on to realizing that now is the time and we have to do it. And there is no excuse that we can make to keep us from doing it.

Like you, I felt that if we made a real commitment to this, if we really believe that there is that need and the desire of the young people to participate in this, and made the commitment that we have made to defense, then we would not have any problem providing the funding. I remember years back when the Nation at Risk Report came out that candidates went all over the country talking about Nation at Risk and how they were going to be the education President and do something about it.

Our educational system, as we know it now, has still not been revised or improved to the point that it is taking care of a lot of these problems that this kind of a program would take care of with these young people. And we have not made the kind of commitment, even to education, that we have made to defense. I know there are people in Congress who believe that the only reason for the Federal Government to exist at all is to provide for the common defense. They say, "The Constitution says so." Well, the Constitution does not say that. It is the preamble to the Constitution, but if you read that preamble, you understand that they make six other commitments, and not the least of is to promote the general welfare.

Well, these are programs that promote the general welfare and I wish my colleagues would understand, promote the general welfare. I agree with your statements that we have to make a political commitment to it. You talk about the youth service opportunities and how we need to provide for them, but there are people in Congress who want to believe that it is good that youth should have that commitment and we should provide those things, but government should not pay for it. Somebody else should pay for it.

In fact, one of the youth bills, McCurdy—Robb-Nunn, came out with a precept that young people should be entitled to a full education, but they should pay for it first by doing some kind of voluntary service or national service and after they had done so many years of service and earned that credit of six thousand dollars, seven thousand dollars, twenty-one thousand dollars, I believe, over a three-year period, that then they get the money. Well, how many people are going to be able to participate in a program like that? And it is the same foolish notion that I see that, if you do not put the money up front, as Supervisor Edelman has said, a lot of times you are going to lose these people and we are going to have a greater cost in incarceration.

And it is a lot easier to motivate and educate people than it is to incarcerate them and a lot less expensive. Would you give us some response to the idea or notion that somehow people should provide the service first over an extended period of time to earn that credit, to get the higher education?

Mr. BROWN. Well, I think that is an alternative way of financing the program. If you are going to give people a free education for joining a youth corps, you are still going to spend a lot of money on something because you have to; A, pay them when they are in youth corps and B, you have to pay them to go to college for nothing, because somebody is going to pay those teachers. So, it is just another way of moving the money around.

It would not bother me if everyone had an option of giving a couple of years of service and getting a GI Bill-type of operation, if that is going to be a voluntary optional program. I think it is great. It is going to cost tens of billions of dollars though, if anyone is serious. If you are going to say any America that spends a year or two in public service gets a free four-year education wherever they want to go, great. But figure it will cost you tens of billions of dollars and it is probably a good program. But I do not think that is what they mean.

Mr. **Martinez**. Yes, the thing is that as options, that is fine, but what I see, and I feel a great fear for, is that that would be not an option, but the only way to go. And that is the problem that I have, is that there has to be this other way of going, of encouraging young people to do this voluntary service on some kind of a minimum stipend, because that is what it is, a minimum stipend, to gain that experience and background to the point they can move on to success from there.

Mr. **Brown**. I think there is four million people between the ages of say eighteen and twenty, three or four million and if you are going to say it is mandatory and it cost fifteen thousand dollars a person, four times fifteen, that is—what is that sixty billion dollars a year. That is what it costs just to put them in the program. And then after that, you are going to give them a free education? Not a bad idea, but it is a big, big program and I do not think that is what they mean.

So, I see what you mean. No one is going to have a mandatory program because of those cost numbers. So it is not even a serious proposal. But as an alternative, beginning some kind of GI Bill, I think it is a great idea. And these little youth corps are so small relative to the number of people who are eighteen, that there is still going to be a relatively small cost.

Mr. **Martinez**. Thank you, Mr. Brown. Mr. Chairman.

Mr. **Hawkins**. Thank you. You already answered the question, that I would ask you. We certainly are challenged by and we certainly appreciate your testimony, Jerry.

Mr. **Brown**. Okay, thanks.

Mr. **Martinez**. Thank you very much, Governor.

Our next panel consists of the Honorable B.T. Collins. Is Mr. Collins here? Not yet. He has not arrived. We will then hear from Rod Hartung, Vice President of Public Relations, Chevron Corporation and Mickey Kantor, Partner in Manatt, Phelps and Rothenberg. Hi, Mickey, how are you doing?

Mr. **Kantor**. How are you, Mr. Chairman and Mr. Chairman. We have two Mr. Chairmans here today.

Mr. **Martinez**. Mr. Hartung. Am I pronouncing that right?

Mr. **Hartung**. Yes, it is Rod Hartung.

Mr. **Martinez**. Rod Hartung, very good. Let us start with you, Mr. Hartung.

STATEMENT OF ROD HARTUNG, VICE PRESIDENT, PUBLIC RELATIONS, CHEVRON CORPORATION

Mr. **Hartung**. Well, Mr. Chairman, first of all I would like to say as a voluntary Board member of the San Francisco Conservation Corps, I appreciate very much the opportunity to be here today and present this testimony with regard to the American Conservation and Youth Corps Act, H.R. 717.

Professionally, as you mentioned, I am Vice President of Public Affairs which encompasses both public relations and government relations for Chevron. And as such, I have the responsibility for administering the company's public affairs programs throughout the United States and abroad. And one part of Chevron's public affairs activity includes the support of local welfare programs.

In my career, I have had the opportunity to visit many of the locations where Chevron operates domestically and to witness first-hand the problems that exist in the urban areas of our nation. Of particular interest me are the increasing challenges faced by this country's youth, whether it be drug abuse, teenage pregnancy, dropping out of school, illiteracy, or unemployment. These challenges are also the motivation behind my decision to serve on the Board of San Francisco Conservation Corps. As you know, the San Francisco Conservation Corps is an organization that works diligently to confront these problems head-on and to make a real and vital difference in the lives of so many people.

And while Chevron does not formally take a position on proposed legislation, as a company concern about the well-being of the communities in which we live and operate, Chevron fully supports the goals and objectives of the conservation programs and ethics. I would just like to say that, in fact, Chevron's association with the San Francisco Corps reaches far beyond my own personal involvement. A couple of years ago, we approved a twenty thousand dollar contribution to be given out to corps members from the standpoint of scholarships, beyond their corps activity, whether it be to further their education and to attend college or a trade school or whatever would be a help in terms of furthering their education beyond the corps.

Additionally, Chevron provided funding for an environmental program in Yosemite National Park to restore two meadows. And these meadows had been severely damaged by the park's many visitors over the years and was one of the main programs that Yosemite had asked us to consider helping them deal with. And the Chevron funds for these projects provided the opportunity for corps members to live and work in Yosemite for four weeks. And that opportunity allowed some of the members to experience for the very first time being in a national park, the quality of that which you find in Yosemite, and, in fact, for some of the corps members, the first time that they had actually been outside of the urban environment.

And as I mentioned to Mr. Jenson, I did provide a one and a half minute video tape. Possibly some of the staff folks would be interested, but basically, I just would mention this to you, that this tape simply shows some of the comments of some of the corps members, how they reacted to this experience. And I personally thought that the committee might—or the staff might be interested in seeing that sometime. It is only a minute and a half, but I think it touched me and I think that it was—it tells the story better than I can tell in words the benefit of this.

And I would also like to mention that Chevron has agreed to send two crews to Yellowstone this summer, one from our San Francisco Conservation Corps and one from our East Bay Conservation Corps that is really newly formed as this thing spreads across the country. So, I guess, based on my personal experience as a Board member of the San Francisco Conservation Corps and Chevron's experience as a sponsor of several corps programs, I would like to offer the following observations for your consideration as a part of this legislation.

First, youth service when targeted to the disadvantaged, can make an important difference. I feel that very strongly. It offers development and appreciation for a strong work ethic, saleable job skill training and opportunities for continuing education, which might not otherwise exist. Second, local leadership and control are really vital for any program to succeed. The programs must be customized to fit the local needs. And as mentioned earlier by Mayor Bradley and others, local partnerships with business such as with Chevron, can reduce taxpayer cost while providing sponsorship benefits and they generate local support for the utilization of the corps services, that is, you know, example, contracting for local services. And I will just give you an example.

I am on the Board of a local YMCA in San Francisco. We have a lot of projects that are of the kind that would not really be a very attractive project for a regular contractor. We brought the corps in. They looked at it. They said, "Well, we have never done it before, but we will try it." They did a magnificent job. So here you have one public service organization helping another and everyone benefiting as a result of people knowing about these things.

Third, a successful program must be designed to provide temporary transitional employment so that once skills or work ethics are developed and necessary job-related educational programs are completed, the youths should be prepared and encouraged to enter the private sector or, of course, go on into government service or something. Finally, existing programs such as the San Francisco Conservation Corps or the California Conservation Corps appear to be effective, but they do lack the necessary funding to expand and grow.

So, in conclusion, we think that the Conservation Corps has developed and implemented a cost effective model for responding to the ever increasing need for youth development and job training. And we have the opportunity to make a significant impact on our communities on the lives of our young people and to improve the future of our country. I feel that San Francisco's program is a successful cost effective model and that the elements that everyone could agree on should be replicated should Congress choose to enact Federal legislation and we certainly—from what we have heard here and from what we have witnessed recently in the newspapers, this seems to be a bi-partisan issue, gaining bi-partisan support.

You mentioned that in your opening remarks, Mr. Chairman. We certainly are—from a company, from a member of the private sector, support the concept. I personally from my relationships even with some of the corps members, some of whom have gone on either to advanced education or some have possibly come even into our own employ, I think it is a marvelous program, commend you very much for what you are doing to try to further this. The folks at the San Francisco Conservation Corps know that I was here today and asked me to—Judge Tony Klein, to extend his personal appreciation to you for coming, personally attending and speaking with some of our corps members. And I would just say that the Hispanic youth still talk about your visit and we very much appreciate your support and interest in this. Thank you.

Mr. MARTINEZ. Thank you. Thank you very much, Mr. Hartung. You know, I visited there twice now, I guess, or three times. Three times, I guess it is. Each time, I have been more impressed than the previous time. I do have some questions of you, particularly about what has happened to the theater, if it is completed now or where it is in that stage and some other questions regarding the private corporations' involvement in these youth corps, because as I saw in Oakland and San Francisco, they are so vital to the success there. And I think that it is commitment they make freely and willingly because of benefit to them also. So I would like to get back to that after I have heard from the other two witnesses. And with that, Mr. Kantor, you are next.

[The prepared statement of Rod Hartung follows:]

TESTIMONY OF RODERICK L. HARTUNG
BEFORE THE
EDUCATION AND LABOR SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

JUNE 23, 1989

THE AMERICAN CONSERVATION AND YOUTH CORPS ACT

Mr. Chairman, as a voluntary board member of the San Francisco Conservation Corps, I appreciate this opportunity to present testimony with regard to the American Conservation and Youth Corps Act - H.R. 717.

Professionally, I am Vice President of Public Affairs for the Chevron Corporation. As such, I have the responsibility for administering my Company's Public Affairs programs throughout the United States and abroad. One part of Chevron's public affairs activity includes support of social welfare programs. In my career, I have had the opportunity to visit many of the locations where Chevron operates domestically, and to witness first-hand, the problems that exist in the urban areas of our nation.

Of particular interest to me are the increasing challenges faced by this country's youth: drug abuse, teenage pregnancy, dropping out of school, illiteracy and unemployment. These challenges also are the motivation behind my decision to serve on the Board of the San Francisco Conservation Corps, an organization that works diligently to confront these problems head-on and to make a real and vital difference in the lives of so many young people.

While Chevron does not formally take a position on the proposed legislation, as a company concerned about the well-being of the communities in which we live and operate, Chevron fully supports the goals and objectives of the Conservation Corps' programs and ethics.

In fact, Chevron's association with the San Francisco Conservation Corps reaches far beyond my personal involvement. In 1987, Chevron approved a $20,000 contribution from the Company's charitable giving program, to provide scholarships for corps members who are motivated to further their education and attend college or trade school, either on a full or part-time basis.

Additionally, Chevron provided funding for an environmental program in Yosemite National Park to restore two meadows that had been severely damaged by the park's many visitors. The Chevron funds provided the opportunity for Corps members to live and work in Yosemite for four weeks, an opportunity that allowed some of the members to experience a national park for the first time in their lives, and for some, the first opportunity to leave their urban environments.

Based on my personal experiences as a board member of the San Francisco Conservation Corps, and Chevron's experiences as a sponsor of several Corps programs, I would like to offer the following observations relevant to your consideration of this legislation:

First, youth service, when targeted to the disadvantaged, can make an important difference. It offers: development and appreciation of a strong work ethic, saleable job skill training, and opportunities for continuing education, which may not otherwise exist.

Second, local leadership and control are vital for any program to succeed: programs must be customized to fit local needs; local partnerships (e.g. Chevron) can reduce taxpayer costs while providing sponsor benefits, and they generate local support and utilization of Corps services (e.g. contracting for community projects).

Third, a successful program must be designed to provide temporary, transitional employment. Once skills and work ethics are developed, and necessary job-related educational programs are completed, the youths should be prepared and encouraged to enter the private sector.

Finally, existing programs (San Francisco Conservation Corps, California Conservation Corps, etc.) appear effective, but lack the funding necessary to expand.

In conclusion, the Conservation Corps has developed and implemented a cost-effective model for responding to the ever increasing need for youth development and job training. We have the opportunity to make a significant impact in our communities, on the lives of our young people, and improve the future of our country. I feel San Francisco's is a successful cost-effective model program, and is one that should be replicated, should Congress choose to enact Federal legislation.

STATEMENT OF MICKEY KANTOR, PARTNER, MANATT, PHELPS AND ROTHENBERG

Mr. **Kantor**. Thank you, Mr. Chairman, Chairman Hawkins. Thank you for the opportunity to be here today and for your support of this very important legislation. I appreciate what Mr. Hartung has been doing in San Francisco. We modeled our program here in Los Angeles, which I am the chair of, the Los Angeles Conservation Corps, after the San Francisco program at the insistence, if not arm-twisting, of Justice Klein who grabbed me one night and said, "You are going to do this", not will I do it.

Our spiritual leader is also here, B.T. Collins, who made the California Conservation Corps, I think, the model for what we are trying to do where today and what we are trying to replicate around the country and B.T., we can never thank you enough for what you have done. and hopefully, we can do that over the next few years. Obviously, Governor Brown had a major impact on this area. Mayor Bradley has been tremendously, tremendously supportive to us. I want you to know a lot of the money in our program comes out of the City of Los Angeles. The Clean and Green Program, you see the young folks back here are here today and you will hear more about them from our Executive Director, Martha Diepenbrock, who started in B.T.'s program and who is probably the best Executive Director of any program, I believe, in the United States of America. And she is a Collins' trained person. So, I will give you credit for that, but not all the credit, B.T.

I would like to start by citing just a little bit what Ed Edelman said. What is happening in LA County is indicative of what is happening in the country. It is shameful, strictly shameful. We have doubled the number of poor people, people living under the poverty line in that County over the last, I think, it is twenty years, as you know from a recent report by UCLA. At the same time, the number of wealthy people has increased substantially. This is one of the most vibrant economic areas in the world. Yet crime, poverty, single family households, teenage pregnancies, teenage suicides, school drop-outs are not only on the rise. It is an epidemic.

And the reason for that is not just that we have failing communities or failing families or failing—we have a failure of will on the part of a lot of folks, not the people here unfortunately. Unfortunately, we are all here preaching to the converted this morning. But we have a failure of political as well as community will to address these problems in an effective manner. One of the ways, one of the most vital ways to address it is to expose young folks, not just those who are at risk, although they should be the first communities to be addressed, let me say that, but not just—but all young folks to programs of high standards, values, strict discipline, the kind of thing that a lot of American youth used to get in the military a long time ago, when we used to have the draft, when even I was caught up in that when I was a young person and I think benefited by it.

But we need to do that. We need to do it now. We need to do it through this bill which you are proposing. We need to fund these programs and expose these young folks to these kinds of values. Unless we do, unless we do, we are going to lose yet another generation of American youth and we can ill afford to do that. I am not talking about only in the economic sense. That is obvious. We can ill afford to do that in the human sense. We pay a terrible price, a terrible price for the youth we lose because we do not have the political and social and civic will to address what we understand and know is a desperate problem.

One thing is what you do for the young people. The second is what they do for us. The LA Conservation Corps is something I am tremendously proud of, not because of what I have done, but because of what the staff has done and what this community has done. These young folks have not only picked up trash and picked up bottles and cleaned our alleys and built trails. They have also passed out receptacles for recycling. They have been involved in saving the library, as Mayor Bradley pointed out. They give back as much or more than is put in.

And the fact is that this program, the San Francisco program, the programs now running in various other cities around the country need more money, need to be replicated, need to have the kind of funding that the Federal Government provide, but they also need flexibility. And I think Mr. Hartung said it. What you need to do is taylor these programs to the individual communities. Not all communities are the same. And I would—with the fear of sounding like I am preaching to you, do not allow the Federal Government, through your Bill, to try to set one basic model for every community in the country. It will not work.

What you want is local Boards, local initiative, matching funds, the kind of thing that will drive a local community to match what you do and develop there own program. That does two things. One, the program is more effective, but importantly, it will develop political support in every community in this country for what you are trying to do. That political support will not only help stave off attacks which are going to come on this program and we all know it, we have seen it in Legal Services, we saw it in Job Corps, we have seen it in Head Start, those attacks will come, but also it will get people in Mr. Hartung's community, my client, to get involved in this on not just a once in awhile basis, but on a regular basis.

Now, Mr. Hartung is already involved. His corporation is involved. But just look at California, where you have hundreds, if not thousands of corporations with tremendous resources in this State who could join Mr. Hartung's corporation and can help fund a major effort, not just the small effort we have going now, and address a large part of the problem we face today. And so while I am commending Mr. Hartung, I am imploring those—his colleagues in industry to join him, join his corporation in this effort, and it would make a tremendous difference.

Without going on and on, let me just say that I see three or four or five things that need to be done, and let me end by this; allow the flexible funding, set up a matching fund, allow a local program, if they can get X amount of money from corporations in the private, match it three to one from the Federal Government. If you can get local funding from local government, match it two to one. Do something to encourage other dollars to come in this rather than just dollars from a very tight Federal budget, which we all know is in trouble right now. I would try to use the Legal Services

Corporation model to some degree and allow local Boards to flourish. I would mandate local control. I would have flexible programs and allow people to pursue the needs of their community whatever they might be.

This is not a job training program. And I want to end with this. And I think Mr. Collins would agree with me. This is not a job training program. The young people in the Los Angeles Conservation Corps today who are everywhere from thirteen years old to twenty-three years old, depending on whether they are in the Clean and Green Program or regular corps members, will not seek the jobs that exist today when they go into the work force. The jobs will change. Technology will change. The needs will change. But what we can do is work with them to develop standards, values and discipline so whatever those jobs might be in the next century, and that is when they are going to part of this and a vital part of the work force, they will be able to find those jobs, be trained, be successful, be contributing members of the community and allow America to compete on a world-wide basis which is fast slipping away from us.

I thank you for the opportunity. I praise you for what you are doing. Anything we can do out here to help you, we would be delighted to do so. And I look forward to Mr. Collins' testimony.

Mr. MARTINEZ. Thank you. I agree with the need for matching funds in any bill, but there is a greater flexibility to attain a greater match from local sources. The minimum is one to one, but H.R. 717 would allow for it—in fact, we give preference to those programs that submit proposals with a greater match. So, we encourage that greater match. And the other point is that we absolutely want local diversity and in the Bill, we address that point by saying that projects are implemented according to the local community proposals.

With that, I want to turn to everybody's buddy, but I am especially proud to call him my buddy. And I appreciate—I look forward, in fact, to every year when I get a birthday card from him. And thank you publicly for that. Mr. Collins, I think without question, you are one of the great authorities on the Conservation Corps. Everybody remembers the great success that you had with the California Conservation Corps. We, in the community that I was a Mayor of, was recipient of the benefit of their help during crisis times of floods and mud slides.

And I do not think any of our citizens will forget the great attitude of the young people that came down and their valuable service provided. They not—in at least one instance, save lives, but they actually saved millions of dollars worth of property and I think that is to be commended and you are to be commended for the excellent job that you did with them. And we are looking forward to your testimony. Mr. Collins.

STATEMENT OF B.T. COLLINS, FORMER MEMBER, CALIFORNIA COMMISSION ON EDUCATIONAL QUALITY, BOARD OF DIRECTORS, CORA FOUNDATION, FORMER DIRECTOR, CALIFORNIA CONSERVATION CORPS

Mr. COLLINS. Mr. Chairman, Congressman Hawkins, I do not have any formal testimony. It is a well-known fact that I have continually, all my life, taken credit for what other people have done. I do it without any shame whatsoever. I have never had an original thought. I plagiarize and steal from everybody I have ever run into. And I think what made the California Conservation Corps which I took over ten years ago, February of this year, a sterling success was that I gave a great deal of discretion and autonomy to the civil servants, many of whom were former Peace Corps workers.

The Director of the San Francisco Conservation Corps is a former Peace Corps worker. The Director of the San Jose Conservation Corps is a former State CCC worker, as is Martha Diepenbrock, the head of the Los Angeles Corps. A few comments on the previous testimony, I was not here earlier. I think if you want this program to succeed, no matter what it is, it has to justify itself constantly. And the people that it wants to please first are the traditional skeptics that you will find in the corporate community. The poverty pimps and the people who go from one government program to another, they are always going to be with you. If you get the champions and the corporate kings behind you, it gives you articles in Fortune magazine and in Life magazine. It gets you stuff on the business pages as well as the metro section.

This effects those people who are elected officials who are very sensitive to the first rule of politics and that is, the perception is the reality. The hallmark of the California Conservation Corps was that it never got defensive with the press. They allowed and I sponsored undercover reporters who posed as corps members, graduate students who did audits. I encouraged legislative representatives to pay surprise visits to these camps because of the internal discipline that it provided my organization.

And it sensitized civil servants, political appointees, that the elected officials in this State who had to deal with the money, who had to answer to their constituents as to where was this money going, how was it being used, had every legitimate right to be there. That type of candor, that type of openness earned us the trust of the elected officials in State Government. And that is what you have to go on with a new program; you have to go on trust. And the CCC was in serious trouble. I had to argue for its budget every year when I was the Deputy Legislative Secretary.

Governor Brown gave me the freedom to fail and the opportunity to succeed. He never told me how to do anything. He knew the program was in trouble, but he also knew that it was most important. And he, like myself, is not apparent, but he had the clairvoyance to see that this is the type of thing that is going to effect people. Let me make a few comments that perhaps—do not try to re-invent the wheel, because the CCC has been through every possible catastrophe, political, media-wise, legislative-wise, cut-backs, add-ons, you name it, the loss of Federal funds. There is not fiscal, social, political or media crisis that this organization has not faced and survived in the past ten years.

In an effort to be good to our kids, we have failed to demand anything of them. Once you took away the draft, you took away the expectation that you were going to somehow put back into this society. Now, as Director of the California Conservation Corps from 1979 to 1981, I never talked about saving trees or fish or streams or clean air or train the people for work, because I felt that these ideas, however meritorious, had absolutely no political credibility after the excesses of the 1960s and the 1970s. Whether it is fair or not, was of no import to me. I knew I could not sell that again.

So, what did I do? I stole the work ethic from the Republicans and said, "Here it is. If you go to work here, you are going to do it my way or hit the highway." We took the procedures right out of the Marine Corps manual. I was not trying to do anything but take of those constituents in the electorate who I knew and in the media who would be very skeptical of this program. That is who I was trying to satisfy, not the corps members.

And so we talked about hard work, low pay and miserable conditions. We talked about that you owe your state and your society, your country a debt. It is called paying your dues. It is called putting back in, because you never can pay your father and your mother back for they did for you. So, how do you do it? You do it in the form of service to yet an unborn generation. Who are the hardest working group of people? The sixteen to seventeen, eighteen, nineteen, twenty year olds. When you get to be my age, I do not want to work fifteen hours a day. I am too lazy.

We also did something that no other program like this ever did. We did not target to the disadvantaged, did not. In true reality what happened, did our population reflect the demographics of this State? Did it reflect the quote "disadvantaged population?" Yes. But we did not purposely do that. And any program, I feel, that does that, will fail, because there is a subliminal message that goes on there in these programs. Quote, "disadvantages", unquote, is a code word in Government terms for black and brown kids. No one ever comes out and says that, but that is what happens. Whether it is fair or not, I do not know.

Who runs these programs? Generally, white people with Masters degrees in sociology, right? So, what do you do? What is the message you are sending? You are sending, "Look it, we do not want you associating with rich kids. We do not want you associating with middle class kids." And what makes our program survive? I firmly believe to this day and it was never intentional, is that we had rich kids and poor kids. And it was there and it was not like you were segregated or anything else like that. In the CCC the only decision you ever had, the only decision you ever had in the CCC—you had no choice where you worked, you had no choice where you were sent, you had no choice on which crew you served on. The only decision you had was who you ate with.

And time and time again, I would visit these centers unannounced and at any one of them, they could tell me how many trees they planted, how many pints of blood they donated, how many of this and how many—I do not know. How would I know? I mean, they got pieces of paper. I would go see it. The one thing they could not fake, and I defy any institution in this country to duplicate it, the armed forces, the churches, government, the schools—the one thing they could not fake was, when I walked into those mess halls, those cafeterias that each center had, there was not a black section; there was not a white section; there were not women eating with women; and browns with browns and Asians with Asians.

I always noticed that. I could tell something about the morale of that camp. Those kids ate with their crew. And quickest way to teach a kid that we are all in this together is one; you make them donate blood on their own time, because there is only one color of blood, red; and two, you look them square in the eye and explain to them that in a forest fire, you have to run into the fire many times to save your life, because the fire will outrun you, it will cut off your source of oxygen. And when you run into the fire, and somebody drags you, do you think you are going to care whether that person is black or brown or missing an eye or a man or a woman. It is the test of fire. It is like combat. Nobody cares. And it worked over and over again.

So, I would strongly recommend that you not target it, but in actuality that is what happens. Do not worry about organized labor. Go and see them. There is so much work to be done in this country that you are not going to cut into their area. And cities and governments are strapped. The kind of work that these kids can do, do not worry about that at all, because many of your labor leaders, I found out in the CCC experience, had been in FDR's CCC and they went to bat for me. You must do the politically correct thing and that is go to the individual labor leaders in your community and say "Give us your help," just as you go to the corporate community, just as you go to the editors of the newspapers and the local elected officials. And they will be with you fair and square because a lot of them know about the CCC in the 1930s.

I would forget about the minimum wage. I do not care what you decide, but the thing that will keep kids going in this thing is not the minimum wage. It is the status of being in an elite organization. And the people who say that this is elite will be the media and corporate California, corporate Minnesota. They will decide, not the government-types. They will say. And pretty soon they will say like they say in California, because I created the image that I hope was backed up by fact, I am pretty sure it was, that, "Gee, if you could survive that program and do all that work and live with all these different kinds of people in a drug and alcohol-free atmosphere, gee, you are a good bet."

Why would a corporation not—do you know what corporations are worried about? Workmen's Comp, probably over a billion dollars worth of claims in this State every year because of people drinking and smoking dope on the work site. Big, big problem in Silicon Valley and I am not an expert. So you get a kid who says, "I understand discipline. My God, I had to run two miles every morning. And I know that I got fired if I made a racial or a sexist epithet, fired." It is that kind of work ethic as opposed to work skills.

There is not point in teaching a kid how to weld or repair a car or a bulldozer if they are not going to show up on time. What is the point? If you could instill in them that this is some kind of Marine Corps status symbol—people who have been in the Peace Corps, you know, they survived, people who have been in the Marine Corps. Twenty-two years ago, I was with nineteen year olds and I have seen these kids in fire fights. Ten years ago, I saw them fighting fires. I would rather see them fighting fires, and I know they can do it. The tougher you make it, the tougher you make it—and do not relax your standards. And if you fail, do not be afraid to start again. But you have to make it tough.

And it is a status symbol. And that is all I have to say.

Mr. MARTINEZ. Thank you very much, Mr. Collins. You know, years ago I joined the Marine Corps, you know, because it was a challenge and because I felt that was the elite of the services. And I was worried about passing the physical. Well, I passed the physical. I got to San Diego and I went through that gate and I met my first Drill Instructor. And when he yelled orders in that kind of language that they yell orders, I wondered what the heck did I get myself into. But it was a great experience and I feel that there was that pride of having finished boot camp and then serve three years, three and a half years in the Marine Corps.

I think it changed my life and it taught me a lot of positive things. And I think this youth corps, and especially the way they ran it—that is one of the things that impresses me about San Francisco and other programs in our state, is that it is tough there. You know, they have that slogan, what is it, "Booze it, lose it."

Mr. COLLINS. Right.

Mr. MARTINEZ. I mean, they got to be——

Mr. COLLINS. He has five things there.

Mr. MARTINEZ. Some of these kids think, well, gee, that is not fair, you know. They are not getting a second chance. Well, they get a second chance, but they have learned from that first time that the next time they do get the chance, they had better take advantage of it and not mess it up. So, I think it is a good discipline. I think Tom Bradley said that the young people want discipline. I believe they want discipline. You know, we are not going to get everybody to join and we are not going to save everybody, but boy, if we can save a bigger percentage of youth than we are losing, it is going to make a big difference in our communities.

I just have one question and to you Mr. Hartung, because—and it is a rhetorical question, because I think I know the answer. We received testimony from a member of the Fortune 500 Company, the CEO in fact, in Lowell, Massachusetts, and he stated it pretty clearly, but I would like to ask you. Because I think Chevron is certainly to be commended as someone who quickly picked up the gauntlet and accepted the challenge and is working very hard. And I see it there in San Francisco. I see your involvement there. And as Mr. Kantor said earlier, there is no reason why there is not a lot of major corporations involved. And I think they would be involved. The answer to the question may be why they are slow in coming forward.

The question is, why should the private sector and foundations have a care or a concern with regard to the youth program, youth service program and legislation? Why should they?

Mr. HARTUNG. Well, I think in addition to the moral and ethical questions, I think there is also a very practical response. We have to care about the youth of the nation because that is our future work force. So we have a very pragmatic reason. I think the reason that more people are caring now is, they are becoming more and more aware of how serious and significant the problem is.

I recently attended a group series of meetings. One of the speakers was Mayor Cisneros. We had a lot of conversation there by—it was a business community—concern about this very thing we are talking about. And we had a CEO from Kodak. We had other companies that were stepping forward to do more and more things. And I think that there is—first of all, there is a tremendous awareness that is beginning to creep across corporate America about just how serious this problem is. People have a lot of things that they are working on and they have a tendency to be apathetic about something until they really get convinced that it is time to take action.

I do not believe there is any thinking, caring corporation today that should not be concerned and become involved. This is not—this particular project with the San Francisco Conservation Corps is not the only thing we are worried about. We are worried about the education. We just funded a three hundred thousand dollar family science program. And it is targeted primarily for disadvantaged youth and families, to try to help in the science area. So, there is the entire broad spectrum.

And I would like to address one thing that Mr. Hawkins said earlier. He said that, you know, it was a frustration to him that we cannot seem to get, you know, people activated on this. And I would like to say that I think that we are beginning to feel that same frustration in the Board rooms. I have talked with several of our Directors. There is a lot of concern for this problem. I think there are—people are searching for effective vehicles in which to apply the resources. And I think it is time to try to pick some models. As B.T. says, let us not try to create the wheel, but pick some models that appear to be working and let us all kind of get behind them.

The need is there. I think the awareness is clearly creeping across the corporate community and other sections of our society as well, the Government, labor, everyone. I think that what we need now are the effective vehicles for people to jump on. And—but I do not think—addressing Mr. Hawkins concern—I do not think that there is a lack of concern on the part of the business sector. I think we are very concerned. And I think it is also becoming—when you become personally involved with something like the San Francisco Conservation Corps, and when you have an opportunity to talk with some of the corps members, you know it is working and you become personally committed as well.

Now, we became involved because of Tony—Judge Tony Klein, his sales pitch. There is an old saying, "What the world needs is a salesman," and I think that that can be true in terms of these programs. And now, when you have the president, you have several members of both parties wanting to see some action, I really hope and pray that we will. But I think corporate America is waking up to the seriousness of the problem, not only from the standpoint of the socialization of the country, but from the standpoint of their future business needs.

Mr. Martinez. Thank you. B.T., one thing I wanted you to explain, because it was problem in the beginning and you touched on it. The unions immediately came to us concerned about jeopardizing employment of their membership and we work very hard with unions to try to resolve some of their affairs. And always at the bottom line, we said, "Look, they are going to be doing jobs that would be done by local government, and local government does not have any funding to do anyway. And they are not going to jeopardize anybody that is in those positions."

And I think that maybe if we had taken the approach that you expounded on just awhile ago, because when we have done this on a local level, the unions that are involved like those in San Francisco and Oakland, they would support the program. But the leadership in Washington are not aware of that—and I have expressed to them my desire to have the local labor officials communicate with those national union leaders and tell them that their membership, their local membership is not that concerned as the D.C. representatives are about these young people jeopardizing any jobs.

But we have written in the legislation, some conciliatory language to try to allay their fears, and you know, I would like, if you do not have a copy of the Bill, to send you a copy of the Bill as it pertains to those sections or any sections and give us the advantage of your experience in this area. But on the union thing, I would like you to explain to us a little more on that issue because I think you say it strongly.

Mr. Collins. Well, the only place we ever had any problem was San Francisco. And there is not a tighter union town than that town. I mean, that was the place where the seventeen thousand dollars—twenty years ago, you made seventeen thousand dollars a year sweeping the streets. You know, it goes back to the war, when jobs were—skilled labor was short, remember? And so everybody was off to Kaiser Shipyards or they were in the service. So, I mean, these guys had these jobs locked up.

And there is no tougher union town than there. And you know the old story, you got to go take care of them, stroke their egos and go see them and say, "Hey, listen, we are not going to cut into your business. We want you to help." So, you co-op them. You go in there and say, "Come on, we want you on our side," just like you would go to corporate California and say, "Come on, we will make you a hero. Get your checkbook out."

And, you know, I would not worry about that. And the way I would do it is, I would go and I would research, just like I used to do legislators, and I go into their background and you find out which ones were in the CCC, because the kind of guys who got the dirt under their fingernails years ago and sent that twenty-five dollars home for the other four kids in the family and no sooner were they out of the CCC and they were in the United States military for the duration of World War II, man, they will forget all this other stuff. They will say, "Wait, I remember what it was like when I was nineteen. And my government gave me a shot and the people of America gave me a shot. Why should these kids not have the opportunity?"

What you want to give—if I can digress just a little, Mr. Chairman, what you want to give these kids, and it sounds patronizing, it sounds presumptuous, but now that I am forty-eight years old, I look back and I know that these kids, they have this incredible pride, they planted this, they saved that, they harvested this, they knew people, this sense of accomplishment, and the tougher you make it, the bigger the status in it.

Now, I will tell you, the big thing in gangs is status. You know, we think we do these kids a favor by not putting their names in the paper when they commit murders and hold up stores. They want their names in the paper. Why do you think they put the little tear drops for each time they murder somebody right under their eye? That is status. Now, you can get the same status and notoriety from holding up a store or beating somebody up or a drive-by shooting as you can from fighting a fire, swinging from a two hundred foot tree, saving a seventy-five year old woman's home in Lake Elsnore, a flood, a mud slide and that is where the media comes in.

When I was talking earlier, forget about the minimum wage. You promise a kid that he will be on TV six times, I mean, they are like politicians. They go egos that will not quit, too, you know. It is amazing what two shots on Channel 7 will do for you. Forget about whether you are making four and a quarter an hour, I will guarantee you.

Mr. MARTINEZ. I can think of what it does for us politicians. Mr. Chairman?

Mr. HAWKINS. Thank you. The witnesses have given us so many excellent ideas. I suppose I will have to go back through the Bill again, Mr. Chairman, and read it and see whether or not you have incorporated these ideas. I appreciated Mickey Kantor's discussion of diversity and flexibility. I will read this bill on the way back to make sure that you have provided that.

Mr. Collins discussed one issue about appealing to the economically disadvantaged. I believe the Bill does give preference, does it not, in enrollment. I wanted to ask him whether or not this contradicts his recommendation. "In addition to recruitment enrollment, special efforts to recruit enrollees shall be made among those who are socially, physically and educationally disadvantaged." And then one other section, on page 25, you say, "Special efforts shall be made to recruit and enroll individuals who, at the time of enrollment are economically disadvantaged." Do those sections still allow some diversity? I think that does not specifically require them to be economically disadvantaged, but——

Mr. COLLINS. It gets awful close, does it not?

Mr. HAWKINS. [continuing] efforts shall be made. Does that cross the line?

Mr. COLLINS. I would prefer, because I know very little about Federal legislation and I really—I cannot agree more with Mr. Kantor, the less restrictive you make it—because what made the CCC wonderful in California was the individual initiative that, I believe, was a result of headquarters giving them the autonomy and discretion. And you got creativity and initiative back ten-fold.

And I realize that is very difficult when you are dealing with Federal funds, because then you have abdicated your responsibility to keep tight restrictions. If you could leave that out of the legislation, but somehow put it in enabling regulations that, I guess, generally determine what goes on, and there is a clear cut, because in the Federal arena there is always legislative intent and the author and whoever decides this, it is clear in the Congressional Record, this is what you intended.

But I think you ask for a lot of problems in white backlash and people who are against programs of this type, and that is who you want to win over, you know, is these guys in Wyoming and Montana and Alabama and Maine, that you risk a lot of—they will say, "Oh, here we go again. This is Job Corps again or this is WACC, you know, and this is not fairness. This is politics."

Mr. HAWKINS. Well, during the current budget crunch——

Mr. COLLINS. Yes.

Mr. HAWKINS. [continuing] many raise the issue because we have such a limited amount of money——

Mr. COLLINS. Sure.

Mr. HAWKINS. [continuing] and these conservatives, let us concentrate on those who need it the most. I think it is a strategy to actually appropriate less money but make sure that it is targeted. So, we have that argument on the other side. But, I quite agree with what you have said about diversity in terms of enrollment and trying not to stigmatize the program.

This Committee, despite its reputation of being rather liberal, has many difficulties trying to involve the business community. We have sought it. We have leaned over backward, if anything, in the Job Training Partnership Act, for example. We gave business the controlling members on the local PICs, even requiring the head of the a council to be a business person. Yet, I am not so sure that we have really reached the business community. I do not know what else we can do. We have tried, as I say, to do everything because we recognize the importance of doing it, from a selfish point of view, if nothing else.

Is there anything else that we can do? And while you do not endorse legislation, I think it would be helpful to the Committee if you read through it and see in what way we can strengthen the role of business in terms of the Conservation Corps because we recognize that without that we are not going to get the funding. Mr. Collins, do you have some comment?

Mr. COLLINS. One way that—and I do not know if it is the Bill, but one way to save money on these programs is there is a famous sketch of doodles that FDR made when he called in the Secretary of War, the Secretary of Agriculture and the Secretary of Interior. And he directed them all to help out this program. That meant that vehicles and shovels and things like that were available. The most frustrating part, I found, in running the CCC was I wanted to get as many bucks out there, you know, every buck I wanted to go to the corps member, not to overhead. And I got a rude awakening when I was paying thirty-seven dollars for a shovel.

I had one very industrious and energetic center director who happened to be in the San Jacinto Mountains. He went over to Twenty-Nine Palms and he bought brand new khaki shirts for a dollar sixteen. I was paying over thirty dollars for them. He got them at a Marine Corps outpost or, you know, Base. And if somehow—I do not know if you can do a legislation but you tell them, you say—because there is tons of surplus stuff around. And just this command emphasis, that says, "Come on, this is a legitimate program." The President says it is legitimate. The Congress of the United States says it is legitimate. Let us cut a little red tape here. Let us release some of those surplus vehicles, picks and shovels and hoses and the—gloves, these kids go through boots. You know, do not make them go second class in that. You know, it is a little status symbol to have a pair of pants without holes in it.

And the money you save doing that, means you can hire another kid. That is one way of doing it. I do not know.

Mr. **Hawkins**. Mr. Hartung.

Mr. **Hartung**. I guess—I was thinking about, you know, why are we involved and why—in addition to the need that we sense, the fact that we are on the Board, of course, when we see the needs, the specific needs that are not presently being addressed by Bottle Bill or whatever, we try to jump in and help out. And I guess one of the things that might be—first of all, I am very sorry to hear that there is not more business response to your request. I am surprised and dismayed to hear that and I hope that there will be more, because I think there should be.

But I would simply say that maybe in terms of the legislation, encouraging business representation with each—on the Boards would be good. Maybe it would bring more. I would also say that, for example, I was in the Board of Directors meeting when we had the discussion about, "Gee, should we have a member of labor on our Board?" And I said, "Absolutely." And it has happened and since that time—and you know, San Francisco, as B.T. mentioned, a lot of sensitivity, but our corps has never intended to and does not want to threaten the interest of labor. And so having a member of labor on our Board helps us make sure that we do not. And at the same time, they are becoming enthused, as you mentioned.

I think maybe the same thing would be true then for the business community. Make sure the business community gets involved or is at least offered the opportunity. And I cannot imagine anybody from business sitting through more than one Board meeting and not becoming enthused about this program.

Mr. **Martinez**. Mr. Kantor?

Mr. **Kantor**. Just one comment, going back to the question of diversity that Chairman Hawkins raised and the question of whether or not you should aim the program at those who are most in need or those at risk or however you want to term it. There is a sense in Washington, I think, and those of us who spend a lot of time there, among certain folks and agencies that seem to never leave, that they can determine better than anyone else, as they seem to think in Moscow, what the population needs.

Frankly, there is a tremendous amount of brain power and willpower and desire and concern in every city and hamlet in this country. If you allow for that diversity, if you do not create standards that really tie people's hands behind their backs, you will find these programs will be developed and just the way you want them to develop. Mr. Hartung in San Francisco or people in New York or the program here in Los Angeles were not stupid, I do not think.

We understand where the gravest problems lie, yet do not tie our hands. Allow us to create what, I think, B.T. is talking to, the possibility of a meritocracy, the possibility of integration, the possibility of allowing young folks to work together, to learn about each others strengths and weaknesses as human beings and allow, as well, for the program to have a broad base of support all across a community rather than narrow the base of support.

I guaranty you, in every community from San Antonio to Seattle and from Maine to California, you will have exactly the priorities come out in these programs that you are looking for without mandating it.

Mr. **Hawkins**. Just one final thought Mr. Hartung, to follow up. I notice that the Job Training Partnership Act has over six hundred councils. What we generally see in the selection of business people are those who are so far down the line that they do not have the respect of the business community themselves. They seem to select individuals who are not influential with other business people. It is just one thought. Now, maybe my quick survey of the business involvement in those councils may not be scientific but I think it is something that the business community itself should become sensitive to. Where we involve them or where we attempt to involve them and actually legislate that involvement, they do not always respond with what is often the most representative individual within a company structure. It is something that they should discuss among themselves.

Mr. **Hartung**. I will entertain to do that when we get in a proper forum. I would just say that the first member of Chevron's—the first Chevron representation on the Conservation Corps in San Francisco was one of our Directors of the corporation. And I am a Vice President. And I think that we do agree with you——

Mr. **Hawkins**. Well, it certainly does not apply in your case. I want to make sure——

Mr. **Hartung**. I know but I think—the point I am making is that we certainly agree. I think that who you put on these Boards certainly sends a message. On the other hand, if you put someone with a lot of expertise, we simply have to continue to convey through the business community the need—that there is not just a moral and ethical, there is a very pragmatic. When you add those three together, and when you see that this is becoming a bi-partisan issue, I would certainly hope that we can get some progress. And I personally very much appreciate the opportunity to be here today.

Mr. **Martinez**. Thank you, B.T., did you want to respond to the Chairman?

Mr. **Collins**. Just one comment that would give you ammunition should your colleagues in Washington say that you need to restrict this. This is kind of ancillary to what Mickey was saying. That all you can do is throw out the California experience and say, "Now, listen, these people operated without a lot of restrictions and they ended up with good demographics, good population parity." It is there. It is proved. It has been investigated and it has been audited.

If I could leave you with one anecdote that I love to tell everybody about initiative because it still sticks with me. As you know, I was known as Mr. Right-winger and the real conservative of the

Brown administration. So I had a rule put out that when President Carter said that everybody has to register for the Selective Service at one of my quarterly Center Directors' meetings, and I have everybody from the touchy feelies to the martinets in this organization, I said, "I am absolutely surprised that you people have not risen up in arms like you used to do in Chicago and everyplace else at my rule that every kid will register for the draft because that is the law," and I did not want any lawbreakers in this thing.

And the Director of my Los Angeles Center said, "B.T., in my center not only do they register for the draft or they are fired, they register to vote, or they are fired." And I said to him, "And why is that, Artis?" He said, "Well, in the 1960s, I was a civil rights worker. I know what it is like to be black and not to have the right to vote. And I have been spit on. I have been arrested. I have been attacked in these voter registration drives in Mississippi, Alabama and Louisiana. And these kids that I have here in LA, these black and brown kids, do not know how lucky they are to have this franchise and they had better exercise it."

So, after considerable reflection, I thought it was about eleven seconds, I said, "New rule, everybody in this organization will register to vote or they are fired." What happened, each center, the kids wind up holding debates. One crew has to take the Carter side, the Anderson side, the Carter side, and the fourth crew judge. In Calaveras County, they brought in the local supervisors to debate in front of them. They are the biggest hams when you put them on TV. They went in their uniforms and registered en mass. They got other people to register, all because this guy had the initiative, because I had given them the discretion, not to second-guess them all the time, that is the way he was running things in his center.

And I am sure Mr. Kunsler would have a field day, but I know that a lot of kids got a better lesson in democracy without anybody having to pay a lot of money. They still did their job. Maybe they are better citizens. I do not know, but just a little bit of the voter population is a little more aware, I think.

Mr. **Martinez**. We thank all of you. We appreciate your appearance here. Our next panel consists of Ann Malcolm, Deputy Director of California Conservation Corps; Martha—this one is going to give me a little bit of trouble, Diepenbrock. Did I pronounce that right? Diepenbrock, Director of the Los Angeles Youth Conservation Corps and Cathryn Berger Kaye, Project Director Youth Community Service Program. And we had a Youth Corps member scheduled. Is that Pedro Pablo Reyes?

Mr. **Reyes**. Yes.

Mr. **Martinez**. All right. And we also have Theresa Moreno, the Executive Director, Long Beach Conservation Corps. We will start with Ms. Malcolm.

STATEMENT OF ANNE MALCOLM, DEPUTY DIRECTOR, CALIFORNIA CONSERVATION CORPS

Ms. **Malcolm**. Good morning. I feel a little awkward here today talking about the California Conservation Corps when the Committee has had the chance to hear from probably two of our greatest spoke persons ever, Governor Brown and B.T. Collins, who both continue to support us whenever we need them. Whenever we need B.T. to go beat up somebody in the legislature because they are giving us a bad time, he always volunteers to help us.

I want to start off today by thanking the Committee for allowing me to be here and to apologize for CCC, Director Bud Sheble, who wanted to be here today but ironically, he is back in Washington talking about national service as opposed to being here in California. So, he sends his regrets.

I want to start by saying that the CCC, as B.T. has said and as Governor Brown said, is very proud of its record, both in terms of the forty thousand young people that have come through our program as well as the vast amount of public service conservation work and emergency response that we provide to the State of California every year. We are very excited about the prospect of having national service and the fact that it is blossoming here in California and in other states. We are very pleased also that 717 is going to be merging a consensus support for all those people who support national service and we were very excited this week when we heard the President talking about his commitment to youth service and youth corps programs.

The subcommittee asked that we address four items. Two of those items were the need for a nation-wide system of youth service corps and the critical elements of a successful program. It is not secret to the CCC, the fifty other youth corps and the corps that are merging everyday that the reason that national—or that youth service is so successful is that we take young people who are a very valuable and under-utilized resource and put them to work. Corps programs meet the needs not only of young people, but also of the communities that they serve.

We believe that there are a number of major principles behind the success of our program and I would like to list them for you. First of all, the Conservation Corps programs should provide employment opportunities so that young adults can have a chance to earn wages while providing valuable work in their communities. Next, the services of a corps program should address needs that when fulfilled will be long-lasting. They should not participate in make work.

Corps programs should offer these services in a cost-effective manner that leverage both public and private resources. And I know that the Committee has been spending quite a bit of time looking at and talking about today. Corps members in the program should work in organized and supervised work forces so they learn the value of working side by side. They can gain the confidence and self-esteem that comes along with that, as opposed to working alone, where they do not have the opportunity to learn teamwork.

Youth participants should become integral parts of the community. We have learned from our CCC experience that young people who learn how to participate in their community, how to influence, how to act responsibly want to do much, much more. The other area that the subcommittee asked that we address was the cost and benefits—and social benefits of youth service. The taxpayers of California invest fifty-five million dollars in the California Conservation Corps. We have an average of two thousand young people who we provide educational and work opportunities to. We believe that these programs have the costs, but the benefits far exceed the investment that the State of local government or the Federal Government will decide to place in them.

That is why we do garner both Republican and Democratic support in the legislature. Not long ago, the CCC conducted an economic analysis of its program and we found that for every dollar invested, a dollar seventy-seven was returned in benefits to the State of California. And during times of emergency, that number went up to two dollars and eighty-two cents returned. In terms of the social benefits, primarily the CCC offers an alternative to young people who have perhaps—or could have chosen a less positive lifestyle, one involved in drugs, alcohol, gangs. We believe that that alternative is the primary social benefit.

Finally, the last area that the Committee asked that we addressed was the effectiveness of a youth corps program. The CCC, since 1976, has provided twenty-seven million hours of public service, conservation work and emergency response to the State of California. We have planted sixteen million trees, we clear miles and miles of stream on the North Coast to improve salmon and steelhead populations. But in addition to that, we require, as does the 717, that our corps members participate in an educational program.

If corps member do not have their high school diploma, they have to work towards their GED. If they are high school graduates, they have to attend community college. So, not only is our program effective with the young people but it also has long-term benefits for them in terms of their education. We know from our corps member successes that corps programs help make young people self-sufficient and productive citizens.

I would like to close by, like B.T., say something that a corps member said recently. She was up clearing streams on the North Coast which, as you may know, is very, very difficult work. It is all done by hand. They stand in cold streams. You know, they wear out their boots faster than anybody else. And she recently said, when she was graduating, "If you were an employer and you saw that I had done this for a year, would you not be impressed?" And I think that really speaks for the success of our program, not only for the young people but for the local communities, for the State and for the nation. Thank you.

[The prepared statement of Bud Sheble follows:]

TESTIMONY OF DIRECTOR BUD SHEBLE[1], CALIFORNIA CONSERVATION CORPS BEFORE THE EDUCATION AND LABOR SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

Subject: H.R. 717, the "American Conservation and Youth Service Corps Act of 1989"
Los Angeles, California - May 19, 1989

My name is Ann Malcolm and I am the Deputy Director of the California Conservation Corps--the oldest and largest conservation corps program in the United States. Thank you for the opportunity to appear before your subcommittee to provide you with information on the CCC and the proposed American Conservation and Youth Service Corps Act of 1989. Director Sheble regrets not being here personally today, but he is meeting with representatives on the issue of national service back in Washington, D.C.

The CCC is proud of its 12-year history of providing work and educational opportunities to over 40,000 of California's young adults, as well as the vast amount of public service conservation work and emergency response that these corpsmembers have performed.

It is exciting that the concept of youth service has caught on and is blossoming not only in California, but also in virtually every other state. It is also encouraging that H.R. 717 is merging a consensus of support that exists for national service so that legislation might reach the President's desk for consideration. As we all know, President Bush supports civic service and believes that opportunities for community service should be available to all of our citizens at every stage of life. Just this week, the President again discussed his interest in getting youth involved in service, as he talked about his Youth Entering Service (Y.E.S.) to America program.

The subcommittee specifically wanted information on four areas of interest, two of which are **the need for a nationwide system of youth service corps** and **the critical elements of a successful program**:

> It is no secret that the reason 50 youth corps programs exist today, and that new ones start up each year, is because youth are a valuable and underutilized resource. Corps programs help to meet both the needs of the young people involved, as well as the communities they serve. The CCC believes there are a number of major principles behind the success of youth corps:
>
> - Conservation and service corps programs should provide employment opportunities so that young adults have a chance to earn a wage while they provide a variety of meaningful services that reflect the needs of communities.
> - The services of a corps program should address needs that, when fulfilled, will have a long lasting benefit such as maintaining, enhanceing, and restoreing public lands and helping the elderly in hospitals and the very young in child care facilities.

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[1] Presented by Ann S. Malcolm, Deputy Director, California Conservation Corps

- Youth corps programs should offer these services in a cost effective manner that leverages both public and private resources.
- Corpsmembers in these programs should work in organized and supervised workforces and they should work in structured crews. This will help ensure that the young adults gain valuable self-esteem and confidence from working side-by-side with one another as opposed to working alone, without the opportunity for teamwork.
- Youth participants should become integral parts of the community. We have seen many examples in the CCC where once a young person learns how to help, how to influence and how to act responsibly within a community, that the young person wants to do much more.

Another area of interest of the subcommittee was **the cost and social benefits of youth service**:

> The taxpayers of California invest fifty-five million dollars ($55m) each year into the CCC. We provide work and education opportunities to an average of 2,000 young people each year. While the program does not come without its costs, its benefits far exceed the investment. We believe that is why State legislators, whether they are Democrats or Republicans, have supported the CCC throughout its long history. A few years ago, the CCC did an economic analysis of the work performed compared to the benefits to the environment. We learned that, on an average, for every dollar ($1.00) invested in the program, one dollar and seventy-seven cents ($1.77) in benefits is returned to the state. The return rate for emergency work climbs to two dollars and eighty-two cents ($2.82).
>
> In California, and across the nation, young adults have become more involved in gangs, drugs and alcohol, and violent behavior. As a social benefit, youth corps programs offer an alternative for those young people who do not want to fall into negative activities in their life, but who need the push in the right direction to help them live a more positive life. Providing this alternative in the form of a job fosters self-sufficiency and self-worth.

The last area requested by the subcommittee concerned **the effectiveness of existing youth corps programs**:

> The effectiveness of the CCC is represented in the work accomplishments of the corpsmembers. Since the Corps began in 1976, corpsmembers have provided 27 million hours of public service conservation work and emergency assistance to California. In addition, all corpsmembers must improve their academic ability. If they do not have a high school diploma, corpsmembers must work toward one; if they are graduates, they attend community college.

> We know from our corpsmembers' successes that youth corps programs are effective in helping them become self-sufficient, productive citizens. The examples of these successes come from the corpsmembers who join the CCC, provide a year or two of service while they learn basic work ethic skills and enhance their education, and then go on to permanent jobs. One such corpsmember, Shawn Fitzpatrick, says, "The CCC taught me how to deal with people from all walks of life which helps me in my job now. The Corps showed me what I could do."

I would like to conclude with a statement from a recent corpsmember graduate who said: "If you were an employer and you saw that I had done this for a year, wouldn't you be impressed?" I would be happy to answer any questions you may have.

Mr. **Martinez.** Thank you, Ms. Malcolm. Ms. Kaye?

STATEMENT OF CATHRYN BERGER KAYE, PROJECT DIRECTOR, YOUTH COMMUNITY SERVICE PROGRAM

Ms. **Kaye.** Good morning. I am very pleased to be here today, representing the Constitutional Rights Foundation. I am the Director of Youth Leadership Programs and the Constitutional Rights Foundation has been working in the Los Angeles and the national community doing programs for over twenty-seven years, helping young people understand about the law, business ethics and about community participation and citizenship.

For the last eight years, we have been working directly with high school students, engaging young people from every ethnic background and income level in community service and leadership development. And I am very pleased Pedro Reyes is one of those young people who is here today with me. We stress student interaction, involvement in the classroom, the school and the community. What we are finding is a lot of academic growth for these young people and a long-term commitment to the values that we are all here addressing today.

So far nearly twenty-five students have volunteered and been prepared to serve in leadership positions for projects and continuing activities, and they have involved over fifty-five thousand students in part time volunteer work. We figure that the students, each year, contribute about sixty-three thousand service hours which we value at over two hundred and eleven thousand dollars, based on the current minimum wage. Our programs right now are set up to be volunteer and co-curricular. The students do not get paid for the work they do. We are working towards elective course credit for the students in courses offered throughout LA Unified School District and we encourage and would like to see the idea of community service and the service ethic taught about, discussed and implemented throughout the curriculum and at every grade level.

The students design and implement a wide array of projects in the Los Angeles community plus help other community organizations implement their own programs. They work with the LA Best Program that was mentioned here earlier by the Mayor. They lead aerobic classes for senior citizens. They plant trees. They help the homeless. They get out the vote. They do most everything.

In the legislation that is in question today, I would like to bring up a few specific points, addressing first the need for a nation-wide system of youth service corps. I believe we must explicitly teach the value of service to our youth as a part of the school curriculum as well as have other options for participation if we expect broad based involvement in community service by adults. Part time Conservation Corps participation is one example of a way young people can be encouraged to participate.

We believe the Los Angeles Conservation Corps is an exceptional model of how youth corps can work in our cities. We work directly with them and have since their inception several years ago. They serve as role models to our high school students by speaking about leadership and skill development at our conferences. They provide assistance for young people in designing and implementing community service projects related to conservation. They educate young people about environmental issues and enable young people to take leadership roles within the Los Angeles Conservation Corps programs. The links established between school based and local conservation corps are vital to establish a continuum of education and community service opportunities. The peer modeling that happens is really excellent.

There are some critical elements of successful programs of this kind. Several have been mentioned, but I would like to add to the list that have been brought up today. Young people need to address genuine needs in the community, needs that are deemed worthwhile. Their actions must have real consequences and they must face significant challenge. They must be able to grow in personal responsibility and decision making and work in collaborative efforts with others. There must also be a manner for them to have systematic reflection on what they do so they can analyze it, think about it and figure how this impacts them in a long-term manner.

The cost and social benefits of youth service have been addressed quite a bit today. I would like to bring up just a few other points. We have found that in our young people who have been through our programs and how graduated high school, many of whom have not gone on to college and many have, it is pretty much divided, fifty/fifty, we are finding that of those students, about eighty-five percent of those young people continue to perform community service today.

These are young people who work at Pep Boys, who work in non-profit organizations or who are matriculated in college. We are finding a surprising number of young people are electing careers in public service, non-profit organizations, as educators and as policy makers and in government. And this is critical, otherwise who will take our jobs when we have to retire. In a more immediate fashion, it stimulates intellectual development and academic achievement. Young people build a self-esteem that was referred to earlier today, and they are inspired, as you mentioned, Mr. Hawkins, to do great things in their life.

We teach leadership and organizational skills and young people develop a strong sense of community as well as responsibility, social bonding, and improved relations with peers and with other adults. High school students, as you know, relate only to two sets of adults in their lives, most of them, their teachers and their parents. And this does not prepare them in any fashion for meaningful, you know, sense of adulthood. We found that our young people are not intimidated by adults once they have worked with our programs and they find that they can access a community in new ways.

During the past five years, we have witnessed a dramatic increase in interest in community service programs for young people. We, on our organization, have received hundreds of requests for program information and provide technical assistance around the country. Based on our experience, we enthusiastically support the conservation corps movement and also encourage support for part time community service work and Federal monies that assist in the growth and development of such programs. And I applaud your legislative proposals that will help these areas grow to involve more young people.

I am also very pleased that Pedro Reyes is here today. He has been in our Youth Community Service Program at Belmont High School for several years, for three years now, and works at the Los Angeles Conservation Corps for the past eight months. He illustrates quite well what Los Angeles has to offer in terms of school based programs and conservation corps programs working together. Thank you very much.

[The prepared statement of Cathryn Berger Kaye follows:]

STATEMENT OF

CATHRYN BERGER KAYE, DIRECTOR OF YOUTH LEADERSHIP PROGRAMS

CONSTITUTIONAL RIGHTS FOUNDATION

LOS ANGELES, CALIFORNIA

ON

"YOUTH CORPS AND H.R. 717 - THE AMERICAN CONSERVATION ACT OF 1989"

Hearings Before

EDUCATION and LABOR SUBCOMMITTEE on EMPLOYMENT OPPORTUNITIES

HON. MATTHEW G. MARTINEZ, CHAIRMAN

JUNE 23, 1989

Statement of Ms. Cathryn Berger Kaye, Director of Youth Leadership Programs, Constitutional Rights Foundation, Los Angeles, California on "Youth Corps and H.R. 717 - the American Conservation Act of 1989"

> **What do I get out of it? I feel satisfied. I'm doing something. Most of the time I get in trouble doing something wrong. Most of my friends were in gangs, so people thought I was in a gang. Before you know it, you have enemies everywhere. You can get hurt or even killed for a name or colors -- for no good reason at all.**
>
> **Being in Youth Community Service I have a very good reason.**
>
> **- Pedro Reyes, Los Angeles Community Service Volunteer**
> **Recipient, Youth Philanthropist of the Year Award**

This quote is from a participant of the Constitutional Rights Foundation's Youth Community Service Program, and illustrates how profoundly difficult the adolescent years are for many young people in our society. Throughout Los Angeles, young people of every ethnic background and income level, who might otherwise be lost to our society, are showing that they can make a difference. By developing important skills and making a commitment to service, these young people also make a commitment to themselves, their schools and their communities. For some it is an alternative to dropping out or joining gangs. For others, especially young Latino and Asian immigrants, it provides a welcome introduction to the American way of life. For all, it builds confidence and provides experience that will last a lifetime.

My name is Cathryn Berger Kaye, Director of Youth Leadership Programs at the Constitutional Rights Foundation in Los Angeles. As an educator with a masters' degree in Human Development I have worked with children from grades three-twelve.

What is the Consitutional Rights Foundation?

The Constitutional Rights Foundation is a community-based organization that for 26 years has been working with the schools in Los Angeles, California and the nation in an effort to support and strengthen the preparation of our young people for citizenship. We are non-partisan and are governed by a 45-member Los Angeles volunteer Board of Directors drawn from law, business and the community that supports open inquiry and debate on all public issues. We have small, self-governing offices in Chicago and Orange County, California. Our funding comes from the Los Angeles, Chicago and Orange County communities and relies heavily on contributions from lawyers, law firms and businesses. In addition, we are funded to carry out special programs by various foundations and government agencies. We sponsor many different programs that stress student interaction and involvement in the classroom, school and community. These programs draw more than 2,500 volunteers annually from the legal and business communities, and range from a statewide high school mock trial program that involves 350 California high schools and communities to our nationally regarded Youth Community Service program. It is our experience with community service that I will draw upon today to make a case in support of the Youth Corps and American Conservation Corps Act.

Youth Community Service

We became interested in community involvement activities for students in the early 1970's, and sponsored a large school-based program for students that involved extensive interaction with professionals and agencies from the justice system.

In 1971 we began our first community service program in which we designed and tested basic organizational, training and program implementation features that characterize our approach to community service.

We expanded the program in 1984 to provide inner-city students with opportunities to serve their communities. Funding for this effort has been provided by the Ford Foundation. Each year, the Los Angeles Unified School District has taken on a larger share of the costs. During the five years of the expanded program, hundreds of community agencies and groups have been involved. Nearly 2,500 students have volunteered for and been trained to serve in leadership positions for projects and continuing activities involving over 55,000 student volunteers. Working under the supervision of teachers at each of 22 senior high schools, students learn skills needed to identify community needs, design projects or continuing programs to meet those needs and recruit volunteers to assist them. The leadership group alone contributes nearly 63,000 service hours a year, which we value at over $211,000, based on the current minimum wage.

The program, which includes an educational component for teachers and students, is now offered as a voluntary co-curricular activity. We are currently working with the Los Angeles Unified School District to expand these options for students and provide opportunities for elective course credit as well as to implement an instructional unit in other high school classes. We encourage and would like to see the idea of community service and the service ethic taught about, discussed and implemented throughout the curriculum and at every grade level.

Service Activities

Students design projects which provide service to the elderly, the homeless, the school, the neighborhood and other students, and assist a vast array of community groups in implementing their own programs. So far this year projects have included:

- planting trees to help turn Los Angeles into an urban forest
- sponsoring events for children with sickle cell anemia
- leading aerobic classes for senior citizens at a convalescent home
- tutoring children in an after-school latch key program
- teaching adults how to read as part of a literacy program
- working with the Red Cross on weekends for blood drives
- putting on a picnic for battered and abused children
- distributing voter registration cards to high school students on their 18th birthday
- helping junior high students plan a project for senior citizens
- providing anti-drug information to elementary school children
- spending time with homeless children
- painting out graffiti
- getting out the vote campaign in several different languages
- meeting with seniors at an Asian retirement center
- leading a monthly one-hour clean-up campaign involving an entire high school
- sponsoring community clean-up projects
- adopting a community wall to keep graffiti-free
- tutoring children in reading
- putting on a Halloween carnival at a shelter for battered and abused children

Program Impact

This program was evaluated by the UCLA Center for the Study of Evaluation and judged effective in developing a group of skills based on the activities required of the students, as well as a strong commitment to service, increased feelings of effectiveness, confidence and positive bonding with adults and the school. There were also suggestions that school attendance and performance improved. Verification of these latter effects would require further research.

Answers to Questions

Reflecting on our experiences in Los Angeles and drawing upon the work of others, I would like to make five points of importance regarding the legislation being considered:

(1) Is there a need for a nation-wide system of youth service corps?

The service experience builds strong positive bonds between America's young people and the institutions and traditions of our society. We must explicitly teach the value of service to our youth as a part of the school curriculum as well as have other options for participation available for youth if we expect broad-based involvement in community service by adults. It is too important a matter to be left to chance.

All youth should be encouraged to participate in school-based community service. Service programs have special value helping youth newly arrived in the United States and from lower socio-economic groups to develop strong positive bonds to our society. Such programs develop social cohesion as volunteers from a broad range of socio-economic backgrounds learn to work together. Community service programs also give young people the opportunity to return something to a society which has provided so much to them as a birthright of citizenship.

To this end, any federal programs that presently provide funds for youth employment that could be modified so part-time youth service programs by community organizations, conservation corps or schools could be eligible to employ youth for service.

(2) How do we assess the effectiveness of existing youth corps programs?

Our direct programmatic experience is with our local youth corps programs - the Los Angeles Conservation Corps (LACC).

Since its inception, the LACC has been an extraordinary asset to the teachers and high school students involved in our Youth Community Service program. Over three years, LACC staff and corps members have assisted us by:

- serving as role models to high school students at leadership and skill building conferences;
- providing assistance in designing and implementing community service projects related to conservation;
- educating young people about environmental issues and appropriate ways to address problems;
- enabling high school youth to take leadership roles within LACC programs; and
- bringing together community agencies with a common interest in our young people.

We view the LACC as an innovative, supportive agency that offers service and educational opportunities for young people aged 14-24.

(3) What are the critical elements for a successful program?

Not all service programs are effective. Research conducted by Diane Hedin and Dan Conrad from the Center for Youth Development and Research, University of Minnesota, concludes that there are six essential elements to effective community service programs.

1. Community service must meet genuine needs, involve tasks which both the youth and the community deem worthwhile;
2. Community service must have real consequences, where others must be dependent on the youths' actions;
3. Community service must present significant challenges, placing youth in new roles, in new environments, calling on new skills in situations that stretch their thinking both cognitively and ethically;
4. Community service must require significant personal

responsibility and decision-making, where the youth are in a real sense "in charge;"

5. Community service must involve collaborative effort with adults and/or peers;
6. Community service must provide systematic reflection on their experiences, including extensive and ongoing discussion and written analysis.

(4) What are the cost and social benefits of youth service?

Youth have an innate concern for others and a desire to improve their communities. They have the willingness and the capacity to help fulfill America's needs -- such as tutoring the under-educated and "at risk" youth, assisting the elderly and the disabled and implementing projects to improve our neighborhoods and our environment. Our schools and conservation corps can and should help stimulate and channel the positive spirit of our youth to serve others. They can provide structured and supervised opportunities for youth to recognize needs and learn to design and carry out projects that meet those needs as well as to reflect on the importance of service to citizens of a free society.

Millions of dollars of volunteer time can be provided by young people taking part in well-organized programs offered through schools and the conservation corps. Young people making positive contributions avoid associations with gangs, drugs and other behaviors that have a financial cost on society, plus damage to the social order.

Community service create adults who actively support society and a society which actively supports our youth. They provide us with citizens confident in their abilities, aware of their responsibilities, and compassionate toward others -- the cornerstone of a healthy, prosperous nation.

Our experience as well as other research demonstrates that service programs stimulate intellectual development and academic achievement by increasing motivation, providing a learning style different from traditional school, stimulating greater retention and helping students learn higher order reasoning/problem-solving skills. Youth community service programs have a powerful impact on students from all socio-economic groups. They build self-esteem, teach leadership and organizational skills, develop a strong sense of community as well as responsibility, social bonding, and improved relationships with peers and with adults. In addition to providing useful service, research shows that the provider develops a strong commitment to service and the skills needed to function effectively in the community.

(5) Pedro Reyes - a Case Study in the Effectiveness of Community Service

Pedro Reyes was an active gang member in junior high school. As a recent immigrant, he felt alienated from school. At Belmont High he joined Youth Community Service on the recommendation of someone he knew.

Pedro's life has changed dramatically over his three year involvement in community service. He is an active leader on his school campus, and highly regarded by his peers. Volunteering gave him a sense of himself as a valuable person. He now has hope for his future, and ambition for a higher educational degree and a profession as a counselor or psychologist. He has a reason to be in school, and his grades have improved dramatically.

Besides his work volunteering with the Children's Museum, the Braille Institute and The Right Channel assisting in making a video documentary on Los Angeles immigrants, Pedro works with the Los Angeles Conservation Corps. He is an Assistant Team Leader with the Los Angeles Conservation Corps' Clean and Green Program teaching junior high school students about conservation and service. He proudly dons his uniform to work full-time whenever he's off-track (from his year-round school schedule) and just to volunteer after-school. For Pedro this is the place to be - to learn, to be appreciated, and to give.

The LACC enables young people, like Pedro, to reach beyond the school setting, to interact with other young adults, to experience the "real world", and to have a place to be valued.

National Activity

During the past five years, we have witnessed a dramatic increase of interest in community service programs for young people. We have received hundreds of requests for program information. Since our direct interest is in encouraging growth of the K-12 school-based sector, we are working with the Council of Chief State School Officers and a number of program sponsors to create a national communications network for this important group. With a small grant from the Ford Foundation, we publish a national newsletter for K-12 school-based programs to use for sharing information and ideas.

Based on our experience, we enthusiastically support the conservation corps service movement. We also encourage support for part-time community service work and federal monies that assist in the growth and development of such programs.

All American young people are an important resource and should have the chance to help meet our nation's needs. We applaud legislative proposals being made which will help those areas grow to involve more young people. Service should unite all Americans and revive the sense of civic commitment which is so vital to maintaining a strong and healthy society.

Constitutional Rights Foundation
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Mr. **Martinez**. Thank you, Ms. Kaye. Mr. Diepenbrock? Did I——

Ms. **Diepenbrock**. Should we go to Pedro next?

Mr. **Martinez**. Let us save them for the last. Always the best for the last.

STATEMENT OF MARTHA DIEPENBROCK, DIRECTOR, LOS ANGELES YOUTH CONSERVATION CORPS

Ms. **Diepenbrock**. You know, B.T. was right, I guess, in one way. There are a number of us who are leaders of youth corps happen to be white, but I will take exception to the fact that he characterized us as having Masters of social work. Ann has a law degree, I know. Cathy is an educator and I am—have a degree in BT, School of Hard Knocks.

Mr. **Martinez**. I think he was referring generally, not specifically.

Ms. **Diepenbrock**. At this point, I think I want to fill in the blanks a little bit, because so much has been said. In terms of the system of service, I think that as Cathy laid out, in Los Angeles, we have one. With the Junior Conservation Corps, Clean and Green working with young people in junior high school, and then with Youth and Community Service working with high school students part time and then the full time youth corps, we really have an example at every level being able to engage in service.

The other thing that I think is real important to mention is that the role that the Federal Government plays in this when you look at the legislation. And some of those things have been said, the need for coordination, the need to allow programs like this to flourish, it will take a Federal partner. It has not been mentioned so far, but the Hewlett Foundation in San Francisco has taken the lead and has, with a number of other foundations, raised eight million dollars towards a ten million dollar goal to start urban conservation corps in fifteen cities in the next three years.

Now, with that funding to help those programs get started there will be an incentive and some seed money, but those programs will have to—or those cities will have to look to local resources and other resources to pull together the funding that is required to set up an effective program. The Federal Government can be a partner in adding to the stability once those programs get initiated. And I think another example of that is what has happened in California with funding through the State Conservation Corps to local programs like the ones we run in LA, Long Beach, San Jose, Sacramento, San Francisco and other cities, where the CCC played an important role in providing the seed money for us to get started, enough so that we could get corps members, begin to do some projects, establish a reputation that then we can use to get contracts with local agencies and lead to local money.

The other thing that the CCC money has done for us it to give us stability so that we know that we have money that is the glue between some of the funding sources that we have. We piece together funding from the Department of Water and Power or LA County Beaches and Harbors or the Santa Monica Mountains Conservancy in order to do projects. And the CCC money is the glue that makes some of those projects or that other funding possible. So, I think the youth corps expansion project which is the project funded by foundations and the way that the CCC has worked at the state level to encourage local programs to start are things that you can look at.

In the same vein, the Bottle Bill, which has been talked about, which has been a real creative way to raise money targeted for youth corps programs is another example. Money was allocated to go to the large cities in California to start youth—well, not to start corps. It was—it is established to give to corps or the corps can apply to, but the corps has to be established and has to have fifty corps members. So, what has happened in California is, it allowed the corps that were existing apply for funds but it has led to the inactive of a corps in Long Beach and one that is just beginning to organize in San Diego, because those corps know—those cities know that if the can get the local resources together and operate a program with fifty corps members, they are eligible for a significant share of funding.

Critical elements. I just want to describe a day in the life of the LA Conservation Corps. Corps members have to be at the firehouse at 29th and Main Street at 7:00 a.m. If they are not there at 7 o'clock, they do not work that day. That is similar to, I think, what you saw in San Francisco, I am sure. At 7:45, the crews line up. They have to be in uniform. They have to have their notebook. They have to have their green hard hat and their gloves and their boots and they have to be ready for work. At 7:45, the vans leave the center and go to all parts of Los Angeles to do project work.

At 4:15, they roll in and many of the corps members stay for school after work. They come on fridays and attend classes and workshops. In addition, there are some people that come on Saturday for volunteer programs that we work, where we might be helping the Youth and Community Service or we might be working the community—another community organization and where corps members are volunteering their efforts. I would reiterate what Ann said about the work, it must be meaningful. I think has been stated. The work must be organized. Young people must see the opportunity to make a difference and they must see that they have made a difference.

One thing that I would like to share that I was surprised in my experience to learn and that is when I helped as a—kind of an advisor from the California Conservation Corps to the New York City program that started. New York City includes both physical projects and human service projects. And I was not convinced that young people would be able to see what they contributed when they worked in a day care center or when they worked with senior citizens. I thought they had to see the trail or see the trees or see the park bench to feel that sense of accomplishment. But I was wrong.

And I heartedly endorse the expansion of service so that it is not just conservation work or not just physical projects but includes meeting those other needs that we have. In terms of corps member development, I think it has been said that the strength of the corps is developing fundamental work ethics which are going to be lifelong skills that young people need to survive. I think Mickey talked to that, and B.T. as well.

I want to add the importance of the educational program as well. We were lucky to receive this year, fifty-seven thousand dollars worth of computer equipment from Apple Computers. Those computers will be installed by September so that after work corps members will be participating in production of newsletters, writing their resumes, as well as preparing for their GED.

I think another thing that is real critical when you look at what the elements are to successful corps is program leadership. It must be committed. It must be creative. You must have people that are can do people who are self-starters who can make due with what is there. They can hustle if it is not. There is really no magic in some ways in what the corps do. It is common sense. I do not think anything that has been said are not things that you have not considered as being important when you look at what young people need. I think that is important to keep in mind, that young people need an opportunity. It needs to be structured. It needs to be disciplined and they need to make a difference.

The costs. I would like to just say that the costs of not doing it are a cost that we can ill afford. I hope that you have seen the report called The Forgotten Half that was put out by the William T. Grant Commission on the family. The statistics in that are staggering. And I think as you go to the business community to get more support, or as you are working in Washington, pulling out some of the figures in there will illustrate how immediate the crisis is. I will just give three examples.

Since 1973, single parents who are young, between the ages of twenty and twenty-five and are black have lost forty-seven percent of their purchasing power. Young families, between the ages of twenty and twenty-four, have lost twenty-seven percent in their median income. And earnings of young men without high school diplomas has gone down forty-two percent since 1973. I think in the community also the needs are staggering. You look in the Los Angeles Times three months ago and they describe the parks as dead parks. The number of people that are sleeping in those parks has increased phenomenally. The young people that have taken over those parks with gangs is another example of the things that need to be done.

The solid waste crisis, where we have garbage that we do not know what to do with anymore are other examples of the need that exists. The cost of doing it in comparison to those is small. And I think that is really all I would like to what has been said. Thank you.

Mr. MARTINEZ. That was very good. Thank you very much. Ms.— I always want to pronounce this name Morano, but it is Marino.

Ms. MARINO. It gets confused many times as Morano, believe me. Sometimes I have needed it to get into different Boards and things.

STATEMENT OF THERESA MARINO, LONG BEACH YOUTH CONSERVATION CORPS

Ms. MARINO. I want to thank the Committee here for the opportunity to address you. I just found out this morning about this hearing and so, I zoomed up from Long Beach to be here. And, all has been said between the three panels. So, I do not to reiterate on any of that. I think I have come here this morning more to bring it as a perspective from a start-up developing corps. In Long Beach, we have just started up. I was hired in March. We had our Board of Directors and we were incorporated back in 1987. However, just to get the corps on its feet and to get enough funding, has been a real tremendous struggle.

And I think it is from that perspective, I think, that I want to give my testimony this morning, because of a Bill like H.R. 717 comes forward, there will be many more corps that will go up across the nation. It will not have to be this constant hassle and hustle to get out there and get that money and get those funds and approach those agencies, approach those corporations, approach those local boards and local governments and county governments and anyplace else where you can find money and raise money in order to get such a worthwhile program going.

We have the experience and we have the assistance from the State CCC, from the local urban corps here in California and to see those experiences and to see them as role models and to look at them and to realize, we do not have to re-invent the wheel. And that is a beautiful thing, and that is what will be available to this whole country once the Bill comes forward. And if it is mandated or if it is put into perspective that corps grow up across the nation, the models are already there. That is the experience that we have been able to share and the experience that we have been able to put into effect down in Long Beach.

We do not have our corps members on board yet. We are going through that initial start-up struggle with the funding. We have been awarded a one hundred thousand dollar grant from the CCC, which is going to be very instrumental in getting up our first group. But we have had a sixty thousand dollar grant from the City of Long Beach and we are on a fee for services and I have gone out there and hustled almost two hundred thousand in contracts of work when the corps comes on board. But we are caught in the Catch 22, and what I think many of the local corps that are trying to develop are going to get caught in.

The Bottle Bill says you must have fifty corps members and then you can have your money. You can come on board if you want to come on as a contractor with smaller amounts, but you have to have the experience. The CCC is going to give us our hundred thousand dollars for this fiscal year to run a crew of ten. However, there is no advance money, so you must have your corps going in order to get going. So, I would see that this Bill would be a tremendous, tremendous help for corps to get started because they need that start-up capital. You are knocking on the doors of all the corporations that have been approached by millions of other groups throughout the cities or throughout the State of California or even regional little areas. Everybody is going after that same little bone that is thrown out there.

You are going to different persons within communities that are generally the philanthropists and the people within communities that have the money and they are all saying, "We have already been approached by so and so. We have been approached by this private non-profit." So, to be able to offer that money for groups to get started will be the greatest thing that will happen in this country, because nobody argues that CC—the conservation corps or youth corps are needed. Nobody argues that. Nobody argues within those recipients of the work. When Governor Brown said that there were not lobbyists. I beg to differ with him. If every recipient, be it a public entity or a private non-profit entity, that was the recipient of work from local corps or of the conservation corps, the state corps or the CCC here in California were to come forward and testify, you would have a tremendous lobby group that would be able to show how much there were.

As Ann stated, there was a dollar seventy-seven for every dollar spent. But you see, we have not had these groups come forward and be there, an advocate witness for us and testify for us that this is a very much great needed project. So, I think what my perspective is and what I have come forward for today is to advocate on that part, that this Bill will allow conservation corps to come into effect a lot easier than what has been the experience of all the corps here and I know that every corps, the local corps and the state corps themselves, will tell you it is that start-up money. That if that were there, it will take off. I know from my experience in Long Beach, you know, I have the contracts. I have all the things. I have had to hustle for buildings. I hustling for vans. I am hustling for uniforms. I am hustling for equipment. It just we do not have that start-up capital, no matter how much we have from our foundations.

We have raised a lot but when you put it together with the budget and you look at what you are going to need and how much in personnel and training and everything just to get initially started, it is a tremendous amount of money. And it dwindles. As you look at your pot over here and you say, "Oh, we have fifty thousand from this. We have sixty thousand from this. I have a hundred thousand from this." It is not enough. So, that is what I have come forward for today, just to advocate that this bill go forward and advocate that the corps, once they are going, they will operate themselves. They will sell themselves. The greatest PR work that there is, is word of mouth as far as the corps members coming in and the recruiting aspect.

But to get the word to those corporations—and those corporations that are responsive to the community are a small handful. And they get burn-out real easy because they are asked to serve on so many Boards and so many things, but they are—we have Arco with us down in Long Beach. We have McDonell-Douglas down in Long Beach. We have the IDM Corporation which is one of the biggest developers in Long Beach, which have done some tremendous things to get us started and offered us space. The City of Long Beach itself has given us a whole building, rent free and utility free to get our corps going.

So there is not doubt that there is not the support out there from the communities and from the private sector and from the public sector. It is just getting yourself going and getting it up and running and having enough capital to do that, and then it will go forward.

Mr. MARTINEZ. Thank you. It was Marino, right?

Ms. **Marino**. Moreno, yes.

Mr. **Martinez**. Marino. You are absolutely right. I think that the Bill is essential as Ms. Diepenbrock said. The local communities need a Federal partner to be able to expand and reach the community they need to reach. We will now get into what I term the best, because it is always great to hear from the young people that are actually involved in this. And we will start with Pedro. Pedro, you are from Mexico?

Mr. **Reyes**. Yes.

Mr. **Martinez**. Habla Espanole?

Mr. **Reyes**. Si.

[Conversation in Spanish.]

STATEMENT OF PEDRO REYES, YOUTH CORPS MEMBER

Mr. **Reyes**. Hi, my name is Pedro Reyes. I am a senior at Belmont High School. I came here from Mexico City eight years ago. I had trouble when I first got here, with language, with making friends and by joining a gang. Involvement with the community service has helped me change all this. I always wanted to do something for my community. The place where I live looks like the City has forgotten about it. I wanted to make it look better.

One of the things that America is all about is giving. So, I joined the Youth Community Service or YCS, a program with the Constitutional Rights Foundation at Belmont High School. My teacher, Ms. Ella Roberts, and the program had helped me to learn to give to the City and how to get along people. With teacher support and CRF, I am learning how to take part in the community.

Throughout my high school program, I did a lot of things a lot of kinds of volunteer work; graffiti paint-out, community clean-ups, planting smog-resistant trees and playing baseball with the blind children. One project that meant a great deal to me was serving food to the homeless in downtown. They should be that there are a lot people who care. When I needed to earn money, I wanted to do something that I really enjoyed and I am. I got hired by the Los Angeles Conservation Corps in November 1988 as an Assistant Team Leader working with junior high students as part of their Clean and Green Program.

When I barely got there I thought this was just another job. After my first month, this changed for me. I went on a field trip to the mountains with the junior high kids. I asked the people, "Why are you here?" I knew I had been here the first time because I had no other place to work. I realized though I wanted to be here.

There are people who have been where I have been. The LACC gives people an opportunity to show their abilities because sometimes in school they are not too good in academic classes and they drop out because teachers fail them or lost patience. But here some of the students are slow in conventional learning but they have leadership abilities and understand when they are given a chance. They know what to do. They have leadership and other things different from school. The LACC helps them develop their thinking, they grow up. Their mental age grows and they begin to understand what they want.

Most of the corps members will go back to school, to college and start all over again. The LACC has a program to help teenagers. They give them classes after school and on fridays. The classes help them to get into a city college and gives them the further motivation. They trust themselves and the youth and they go beyond. They try to be their best.

A lot of ex-gang members are there because they like it and they also have responsibilities to do something. They are willing to do something. One friend used to be in a gang but he likes this because he can develop in a positive way. Now he is responsible for a group and keeps the other kids going.

This program has helped me to become a better person and helped me to understand society. I have developed real tools to help me to work in other jobs. We work during the week and saturdayS to make a change with tools, a bag, a push broom, simple tools, to make change. Some people have those same tools but they are not using them in a positive way. The LACC uses all they have and create tools to make their job better and easier. Los Angeles Conservation Corps has all kinds of project going on at the same time, like a big machine. They never stop.

This is one of the greatest things. We all work there in different jobs but we are a team. The Maple Park project recycles bottles, aluminum cans, cardboard, plastics and computer papers. Other corps members spread all over the city from the beach to the mountains to the inner-city making our city better; cutting branches, making trails, cleaning up, fixing up buildings.

The work develops ourselves in leadership and more responsibility to society ourselves. As an example, two years ago, my sister dropped out of high school in the ninth grade to babysit and earn money to support our family. I got my sister to stop babysitting and got her into the LACC. She started to work as a corps member and she found out herself that she has the abilities to motivate others and to work with her hands. She never thought she could do this before. Her team leader saw her improvements, her sense of cooperation and she was promoted to be an assistant team leader. She knows her abilities now go beyond being in the house everyday. She can do something for society and she understands the community and what it needs.

My brother-in-law was not working for four months. Every time he was working, he did not like the job. When he was interviewed for a job he usually get it, but he could not get along with people. The bosses were mean and they did not treat him right. I told him he could join the LACC and he did in January of 1989. He is now a team leader. He likes to work and enjoys what he is doing. He works with the kids and tells them what to do. He watches out for them and he lets different kids each week to be in charge of the group. He is leading to grow as leaders.

In junior high, kids start seeing what goes on around them. Most of the time it is something negative like gangs. They realize what is going in the streets. Every time they are let down, they go back into the streets and fall into nothing good. I went through it, too. In the ninth grade I wanted to be part of something because was not like most of the kids. My other friends were always causing trouble and they used to get the attention. So, I joined in.

It is important we help our junior high kids. If all they see to influence them are gangs and drugs it causes them to drop out of school, to do poorly in school. I think that working with community service and conservation corps has at an early age junior high school kids can learn about themselves, about kids from different ethnic groups and how to get along with people.

I really support the junior high school part time program. You could even start in the elementary school. It is important for adults to see that children can do something. Little kids are showing interest in what we do. It will be real neat to get them started at an early age responsible.

My experience as a part time as the Los Angeles Conservation Corps member has made me more responsible. I have learned how to deal with stress. I want to get into psychology as a profession and this has helped me to understand how to get along with people and their problems. I never used to care about others. I thought, you know, that their problem were their problems. Now, I realize that that is not true. Their problems are mine, too.

We are all equal. I have developed in myself my way of thinking and now I am more of a grown up. This is my job and I am responsible for the kids. My first job was in a pharmacy at the age of thirteen and was not very interesting. Then I washed dishes in a restaurant because there was not much to do. I quit because that was not for me. Next, I worked in a video store and all I learned was about actors and videos and movies.

My job at the LACC has made me more responsible caring about people. Now, I want to be a psychologist. This takes patience and deals with people. Now, I know how to get along with people. If people make fun of the kids doing the service work, I know how to talk to those people, not aggressively, but just to get my point across.

My experience and new ambition for the future has made me more serious about school. I care now about my grades and I work harder. I will stay in high school one more year so I can graduate, attend a four-year college, and develop myself to help people in the community.

The conservation corps is also about helping people and making the world better. Every time I wear the LACC uniform, I feel proud of representing the organization. I feel proud having the shield on my shoulder but I would actually rather have it in front of my chest so I could show more visibly who we are and what we stand for and we are doing.

John Lennon said something like it does not matter how you dress, if you look silly or look like a clown, but what matters is that message that you want to send. My message today is; people should start caring about their communities and provide us with the tools and money we need to enable junior and senior high students to get involved in part time job conservation corps and the youth work. So, you know, it is really a great change for me since back then. I have known a lot of people and how to get along with them. And this has helped me, too. And I really want to thank first of all, the guy that was here that started all this and, you know, I am part of it now. And I really, you know—I am really sad because I just have like one more in LA, because I am thinking about going to the University of San Diego. I am just hoping to God that there is a conservation corps in San Diego.

[The prepared statement of Pedro Pablo Reyes follows:]

STATEMENT OF

PEDRO PABLO REYES, STUDENT, BELMONT HIGH SCHOOL

YOUTH COMMUNITY SERVICE MEMBER

CONSTITUTIONAL RIGHTS FOUNDATION

LOS ANGELES, CALIFORNIA

ON

"YOUTH CORPS AND H.R. 717 - THE AMERICAN CONSERVATION ACT OF 1989"

Hearings Before

EDUCATION and LABOR SUBCOMMITTEE on EMPLOYMENT OPPORTUNITIES

HON. MATTHEW G. MARTINEZ, CHAIRMAN

JUNE 23, 1989

Statement of Mr. Pedro Pablo Reyes, Belmont High School senior in Los Angeles, and participant in the Constitutional Rights Foundation's Youth Community Service program, and part-time employee of the Los Angeles Conservation Corps, on "Youth Corps and H.R. 717 - the American Conservation Act of 1989"

My name is Pedro Reyes, and I am a senior at Belmont High School. I came here from Mexico eight years ago. I had trouble when I first got here - with the language, with making friends and by joining a gang. Involvement with community service helped me change all that.

I always wanted to do something for the community. The place where I live looks like the city had forgotten about it. I want to make it better. One of the things that America is all about is giving. So I joined Youth Community Service, YCS - a program of the Constitutional Rights Foundation (CRF), at Belmont HIgh school My teacher Ms. Ella Roberts and the program has helped me to learn how to give to the city and how to get along with people. With teacher support and the CRF, I learned how to take part in the community.

Through my high school program, I did all kinds of volunteer work: graffiti paint-outs, community clean-ups, planting smog-resistant trees, and playing baseball with blind children. One project that meant a great deal to me was serving food for the homeless in downtown. This showed me that there are a lot of people who care.

When I needed to earn money, I wanted to do something I really enjoy, and I am! I was hired by the Los Angeles Conservation Corps in November 1988 as an Assistant Team Leader working with junior high students as part of their Clean and Green program.

When I barely got there I thought this was just another job. After my first month, this changed for me. I went on a field trip to the mountains with the junior high kids. I asked people: Why are you here? I knew I had been there at first because I had no other place to work. I realized though I wanted to be there.

There are people who have been where I have been. LACC gives people the opportunity to show their abilities because sometimes in school they're not too good at academic classes, and they drop out because teachers fail them or lose patience. Some of the students are slow in conventional learning. But they have leadership abilities, and understand when given the chance. They know what to do. They have leadership in other things different from school. LACC helps them develop their thinking, they grow up. Their mental age grows. They begin to understand what they want.

Most of the corps members will go back to school, to college and start all over again. The LACC has a program to help teenagers - they give them classes after work and on Fridays. The classes help you get into City College which gives them further motivation. They trust themselves and the youth go beyond. They try their best.

A lot of ex-gang members are there because they like it, and they have responsibility to do something. They are willing to do something. One friend used to be in a gang but he likes this work because he can develop in a positive way. Now he is responsible for groups and keeps the other kids going.

This program has helped me become a better person and helped me understand society. I have developed real tools to help me work at jobs. We work during the week and on Saturdays to make a change with tools - a bag, a push broom - simple tools, to make a change. Some people have these same tools but they are not using them in a positive way. LACC uses all they have and creates tools to make a job better and easier.

The LACC has all kinds of projects going on at the same time, like a machine that never stops. This is one of the greatest thing - we all work on different projects, but we are still a team. The Maple Park Project recycles bottles, aluminum cans, cardboard, plastics and computer paper. Other corps members spread all over the city from the beach to the mountains to the inner city making our city better - cutting branches, making trails, cleaning up, fixing up buildings.

The work develops ourselves in leadership and more responsibility to society and ourselves. As an example, two years ago my sister dropped out of high school in ninth grade to babysit and earn money to support our family. I got my sister to stop babysitting and got her into the LACC. She started to work as a Corps Member. She found out herself that she had abilities to motivate others, and to work with her hands. She never thought she could do this before. Her team leader saw her improvements, her sense of cooperation, and she was promoted to be an Assistant Team Leader. She knows her abilities now go beyond being in a house everyday. She can do something for society. She understands the community and what it needs.

My brother-in-law wasn't working for four months. Every time he was working he didn't like the job. When he interviewed for a job he got it, but he couldn't get along with the people. The bosses were mean, or didn't treat him right. I told him he could join the LACC and he did in January 1989! He is now a Team Leader. He likes the work, and enjoys what he is doing. He works with the kids and tells them what to do. He watches out for them and lets different kids each week be in charge of his group. He is letting them grow as a leader.

In junior high, kids start seeing what goes around them. Most of the time it's for something negative, like gangs. They realize what's going on in the streets. Every time they are let down they go back to the streets and fall into nothing good. I went through it too. In the ninth grade I wanted to be part of something, because I wasn't like most kids. My older friends were always there causing trouble. They used to get attention, so I joined them.

It's important we help out junior high kids. If all they see to influence them are gangs and drugs, it causes them to drop out and to do poorly in school. I think that working with community service and conservation corps at an early age, junior high kids learn about themselves, about kids from different ethnic groups, and how to get along with people. I really support the junior high part time program. You could even start in elementary school. It's important for adults to see that children can do something. Little kids always show interest in what we do. It would be real neat to get them started as early as possible.

My experience as a part-time Los Angeles Conservation Corps member has made me more responsible. I have learned how to deal with stress. I want to get into psychology as a profession, and this has helped me to understand how to get along with people and their problems. I never used to care about others, I thought their problems were just theirs. Now I realize that's not true. Their problems are mine too. We are all equal.

I have developed my way of thinking. I am more of a grown-up. This is my job. I am responsible for the kids. My first job in a pharmacy at age 13 wasn't very interesting. Then I washed dishes in a restaurant because that was all I could do. I quit because it wasn't for me. Next I worked in a video store and all I learned about was actors and movies.

My job at the LACC has made me more responsible and caring about people. Now I want to be a psychologist. This takes patience to deal with people; now I know how to get around people. If people make fun of the kids doing service work, I know now how to talk to these people - not too aggressively, but to get my point across.

My experiences and new ambition for the future has made me more serious about school. I care now about my grades and I work harder. I will stay in high school one more year so I can graduate, attend a four-year college, and develop myself to help people and the community.

The conservation corps is all about helping people and making our world better. Every time I wear the LACC uniform, I feel proud to represent the organization. I feel proud having the shield on my shoulder, but I would actually rather have it more in front on chest, to show more visibly who we are and what we are doing.

John Lennon said something like it doesn't matter how you dress, if you look silly or like a clown, what matters is the message you want to send. My message to you today is: people should start caring about their communities and provide us with the tools and money we need to enable junior and senior high students to get involved in part-time conservation corps and youth service work.

Pedro Reyes may be contacted through the Constitutional Rights Foundation's office, contact person, Cathryn Berger Kaye at:
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Mr. MARTINEZ. Thank you, Pedro. Paul?

STATEMENT OF PAUL SANCHEZ, YOUTH CORPS MEMBER

Mr. SANCHEZ. Good morning. My name is Paul Sanchez and I go to John Ann Junior High School. I am part of the Junior Conservation Corps and Los Angeles Conservation Corps. I have been in the program for one year. And I am part of a group of Clean and Green. Los Angeles Junior Conservation Corps, what does it mean to me? Well, it means a lot of things to me like it helps kids to keep out of gangs and drugs.

The Los Angeles Conservation Corps also helps kids to be responsible, helping them not to drop out of school and to stay out of trouble. When I go out there and work with the kids, they are like my brothers and sisters. I look out for them and they share their problems with me and they are dear. And that is a good feeling because they trust me like a brother. When I first joined Los Angeles Conservation Corps, I was a little bit scared because I did not know nobody at all.

Then some corps members started to talk to me. So far, since I have been with the Junior Conservation Corps, I learned trust, responsibilities and friendship. Those are the three main things that make me a member of the Junior Conservation Corps. I feel the Los Angeles Junior Conservation Corps should be spread across the United States because I feel that every kid should have a chance to show how they feel about their community. And they get more people to join together and stop their community from looking back.

Mr. MARTINEZ. Thank you. Thank you very much, Paul. Francisco?

STATEMENT OF FRANCISCO CAMPERO, YOUTH CORPS MEMBER

Mr. CAMPERO. In listening to conversations here, it comes to mind that definitely it is important that our communities are educated in conservation, that the become aware of the need to start recycling and start caring for our communities, because I live in south central Los Angeles, just about three miles away from the Los Angeles Conservation Corps. And I feel sad as I walk down the street because I see my community as uncared for. The alleys are full of garbage.

I see trash bins and people do not even know how to use them in my neighborhood. They are empty and right three feet away from them there is piles of garbage. So, I feel frustrated sometimes and the conservation corps—see, I am from the older conservation corps, from the Los Angeles Conservation Corps, should I say the older group of young people. I am twenty-two years old already. I have been with the conservation corps two years and before then I was slightly influenced to clean up being that my father has been a custodian for nineteen years and I used to go help him clean up.

So, I used to be upset, like when we walk out of theater and somebody that was with me would not use a trash can. I would always—you know, they would always call me a preacher because I would tell them to pick up, you know, why do we have trash cans? So but now it is more defined in my life. I see that there is a need, like I said for us to get educated. We have to do something. And I think that the conservation corps, programs such as these, are the sources of conveying this message, that we have to do something. We cannot just give up and let our communities go to waste. We cannot because—we just cannot do it.

The thing, also the conservation corps has been helpful to me in that, like I said, it has helped me to become more aware of the situation in my community, that young people need alternatives, okay? And some neighborhoods, unfortunately, there is not enough alternatives there. There are not alternatives there for these young people to go and join something positive and I'm going to specify like gangs.

We have—it is a wide-spread problem and it is spreading, but we—in our neighborhoods, it is just like it is out of control. That is what I see. So, the conservation corps can be a source of helping some of these young people. I think at the younger age is a good time, because they get influenced to start cleaning up, to start learning responsibility, showing up to work on time. That in the future, if they want to live comfortably, if they want to live—if they want to be successful, quote, unquote, they have to—they have to take on responsibilities, they have to go to school, they have to be productive citizens. That the gangs and all those other evil things are not going to get them the success that they really want, that, you know, we all want to live comfortable and it has been a help for me.

It has helped me to understand more of what is going on and I really do not know what is going to happen with me. What is my future going to be like? I really do not know. I was influenced to pursue higher education. Right now I am enrolled in El Camino Community College. My plans are to get an AA degree or AS and then go on to a four-year school. That is my goal. But I do not know exactly where I fit. But I do see a need for more backup or more education, more emphasis on helping the young people and see, because the young people, as they are helped, it conveys onto the family, to the parents.

For example, my mother tells me, "Son, I was walking down from the market the other"—this happened this week. My mother said, "Oh, son, as I was coming back from the market, I noticed that somebody left a trash can full of bottles over there. Why do you not go around and pick them up," because we already started a little recycling corner in our backyard. So, you know, and before she would, like, give me hassle about, "Hey, why are you bringing all those containers over here? Get them out of here, you know. I do not want more junk in my yard."

And so but now she is changing her mind and my father works at USC and all the newspapers that they do not use there, the daily Trojans, he brings them over so we can recycle them. He has brought them over before and I have keep—and he can also get computer paper. So, you see what I am saying is that the conservation corps has helped us to become more aware, like Pedro was saying, of what is going on in our neighborhoods. And definitely something has to happen—something—it has to continue so that it can reach out to everybody. I am not going to be ignorant and say that is it a cure-all. It is not going to cure all the gang problem because it goes deeper than what we can see right now, that problem there.

But it could help a lot of young people. Like, it could influence them to continue education like Pedro said. It has helped me. From the educational task force there, I now see the importance of going to college. When I got out of high school, I received a grant to go to a community college, but I forfeited it because I wanted to go out and experience the real world, working world. But now after working for about four years, I realize that—I decided to go back to school. You know, and like I said, I do not know where I am going to be in the future but I would like to see it continue so a lot of young people—I might not be involved in it, like maybe as administrator or something, but you never know, I might. That is why I am here, maybe as an indication on which route I should take in my life.

But, maybe not me, but other young people and definitely this needs to continue.

Mr. **MARTINEZ**. Thank you, Francisco. Let me ask a question because in south central Los Angeles, we know there is a great number of gangs. Before you answer the question, let me relate something about it. I grew up in an area where there were a lot of gangs, east LA. In fact, I lived in a couple of the neighborhoods where there were some pretty bad gangs. I lived in White Fence for while and I lived in Maravia and at that time, which no longer exists, there was a bad, bad gang. Most of them are in jail or dead now, and that is why there is no gang, the Garrety Gang, you know. And I hear and about the Crips and all these others.

And in the area that I represent now, there were three gangs to begin with. One was Sangras which you probably heard of and the other one was Lomas and then there was Poor-Side. Poor-Side does not exist anymore. It probably does not exist because of one organization, the Monterey Park Boys and Girls Club. Poor-Side—the Monterey Boys and Girls Club took the young people that were recruits—you know how we go through generations of gangs—well, the recruits and got them involved with special tutoring to have them able to keep up in school in their studies and see that their studies would materialize some beneficial reward to them.

And they were very successful. There is a young man there that is the Director, Danny Herron, who—I do not think there is anybody anywhere more dedicated to the proposition of how the young people go in the right direction and not mess up their lives. And where you have instances like this, where there is one organization or a group of organizations or a program like this, I have seen in at least my lifetime, a positive effect, and in that instance that Poor-Side no longer exists is very, very positive. I wish I could say the same about Sangras and Lomas, because there are a young people that waste their lives involved in this.

And where I grew up in White Fence, there was several young people that were my good friend—I was on the fringe area. I never really was gang member, per se. But, in those neighborhoods, in those days, if you didn't join in in some way, even in a peripheral way, your life was made miserable. I do not know how the situation is now, because once you grow up and if you have teachers, and I have had teachers that have directed me in the direction, and you have the benefit of a lot of people who have a social responsibility and they look at other people and see they need help, and help them and direct them, you grow away from that, and get out of it. And those scenes change, continually change.

I will tell you quite honestly, from what I see and read I feel that now the gangs situation, especially because of the drugs, the growing drug problem—there was always drugs when I was kid there, but not like today. It is just different. I mean, it is just so much more of an epidemic. And those drugs, because of that criminal activity involve with those, create a more hazardous situation than even when I was a kid growing up. But there was some hazard and even when we used to go from one neighborhood to another, we used to have to know what their, let us say, signals were to make them believe that we were a part of that neighborhood, so that we did not get beat up, you know.

And I know that that has to exist to a certain degree today. And yet those young people that we are trying to provide the alternative for and are trying to break out of this mold of falling into that gang activity and involvement in drugs, what is their situation today? How do you keep involved from getting involved with the gangs? I remember in my day too that if a kid tried to do something that was the least bit ambitious there were always those guys in the neighborhood that would try to pull them down and knock him down.

In my neighborhood, we used the story, the crab in the barrel syndrome. You know, anytime anybody reached the top and tried to get out the other crabs would pull him back down, you know. And it was, I guess, misery loves company. And it was difficult to pull yourself out and make a success of yourself. Has that changed any in those neighborhoods? How do you avoid that—taking that choice or making that choice and then not having the gangs target you in some way?

Mr. Campero. That is a complicated question. It is a sociological question, you know, trying to understand why we act the way we act. The thing is that some—I really do not understand why some kids who are influenced or are peer pressured by the other kids to join the gang, and why some do not go for it. I really do not understand why.

Mr. Martinez. Is it because there is some choice that they can make, like say the choice that you have made or what?

Mr. Campero. Well, I do not see too much choice there where I live. Let me see, what could there be? What could there be? Well, just the school, okay? Some kids dedicate themselves to the school. Okay, my personal experience was the church. I started attending church on a regular basis. I was hard core into gangs. I lost two cousins, one in 1987 and one just last year, 1988, twenty-one and twenty-three years of age, brothers. They died fifteen months apart. And I got one right now who is at home bandaged up because he got hit in the head this week with a bat or something.

And he says he fell off a bike, but you see, he thinks he is lying to us, but we know. We heard already through the other little kids it was gang affiliated. So, I do not understand that. I talk to him and I try to influence him, but he does not listen. You see, there is a—that's why I said, it is not a cure-all. Another thing, I do not, know, it is hard, it is hard to come to a conclusion.

Mr. **Martinez**. Well, you are convinced that we ought to at least make the attempt to provide Federal funds.

Mr. **Campero**. Certainly. Yes, there has to be, like I said, schools, institutions of righteousness of positiveness, okay. And that is the school, the church, conservation corps, okay, parks, alternative things, because not one thing totally is going to solve the problem.

Mr. **Martinez**. I agree with you. Pedro, where do you live? What kind of a neighborhood do you live in?

Mr. **Reyes**. I live nearby downtown LA and, you know, it is also gangs most of the time. But, you know, we at least have some places where the kids can go in and, you know, join in. You know, they have like recreational centers and—where they can go in and just have a good time, and you know, not to be on the streets most of the time. But see, they do not keep them open most of the day. They just have a certain time. And when they do, you know, they just have to, you know, they have like a certain time, you know, from what to what time, they have to go, because most of the times, you know, big kids are always, you know, trying to get over them.

So, we need like also more recreational places for the little kids because, you know, we need to get little kids from—you know, to tell them what we mean. You know, because if we are going to keep on doing the same thing, we going to be closing all these, you know, recreational centers, we should get the little kids to start looking at what is going on. And we should tell them, you know, we should educate them more about, you know, the crimes and other things that are going on, so they can develop themselves to become better. And you know, like the conservation corps we all need because we got kids from twelve years old, eleven years old and we start showing them what other things, you know, what other things that, you know, life gives them.

And they have a whole bunch of choices if they do not get into, you know, like negative stuff. But now, you know, a lot of kids around and they get to see, you know, that is the only thing. I want you to know each corner, from each corner of LA you get to see a gang and different gangs actually, and you know, it is real sad because we need to get, you know, more kids out of that.

Mr. **Martinez**. Yes, I agree with you. For the directors, and we will start with Ms. Marino, why do you not in one minute, try to sum up the things that we should take back to Washington, the most important things.

Ms. **Marino**. Okay. To reiterate what everybody else has said, that there is the need. Number one, there is the need. That is the overall. The funding situation, so that there will be seed money and ongoing program money so that it comes back as match money and will be the incentive not only to local governments, but also the private sector. It is very important to get the community involved.

As far as the corporate sector, I find that when they see the benefits that is there not only for the young people and what is there for the community but for the corporations themselves, they see it coming back as they are investing in the community. They are investing in young people who will be their resources and potential employees for their corporations and that these persons are also—also their customers in some sense. I mean, we are looking at oil companies and we are looking and we are looking at computer companies and we are looking at retail outlets. Those are their customers there. So, they see that they are investing in their own futures at this point.

The need for more partnerships. This will foster partnerships within private and public sector and the general community themselves will get involved. You will find a lot of volunteerism will come back as a result of conservation corps. It instills community awareness and community pride and selfesteem in these young persons. And it also gives us an employability pool within the community itself. The local governments see that they now have public servants, workers for public works projects, CalTrans has workers that—it becomes a big pyramid effect.

So, we need it to instill youth development, education, and general partnerships and community awareness and just get everyone involved. Then it becomes a maximization of funds so that we have the matchings and it becomes cost effective and in general it becomes a detriment to negative activity in the communities.

Mr. **Martinez**. Ms. Malcolm?

Ms. **Malcolm**. I think there are a couple of things that I would like you to take back to Washington with you representing all of us. The first is that you had a lot of people talk about the local programs and the primarily urban programs. But the State programs also can use a Federal partner. We provide something in terms of our residential program that I think serves a really important part of our population. If we need to take people out of the urban areas and send them up in to Del Norte County to experience the environment up there, I think that is really one of the pluses of a state-wide residential program.

Also, I want to mention something relating to the rural areas. I think when you go back, we have talked a lot about the urban problems but our rural areas, both in California and throughout the United States, can benefit from this type of program. One of the other local conservation corps is the Tulare Conservation Corps which is a fairly rural area. And they are able to sustain the corps member population there as well as provide valuable conservation work.

So, I think this does have both an urban and rural benefits. I think the diversity in population is a key. As B.T. was mentioning, we do not target our population by default in many ways. We do serve a more limited group of people. But I think starting off with a goal of diversity is very important. And finally, I think the most important thing is to promote programs that set standards, that believe that the work ethic is really the key to making a successful program.

Mr. **Martinez**. Ms. Kaye.

Ms. **Kaye**. I agree with Ann about the diversity of population. We think it is critical to be able to engage young people who are newly arrived in this country, who are the academic achievers, who are just out of gangs, who are drop-outs, all working together and it really does promote that harmony we need to encourage in our society. The educational incentives, I think, are critical. And also that we have monies for the part time programs that enable schools and conservation corps and the community organizations to work together so we could provide that real community linkage.

Mr. **Martinez**. Ms. Diepenbrock?

Ms. **Diepenbrock**. I would see that the Federal partnership would allow for local initiative and also to insure that the corps ideals of what makes a corps successful are understood and that there is an integrity to what a corps is.

Mr. **Martinez**. Thank you. Mr. Chairman?

Mr. **Hawkins**. I think the summaries have been excellent. I think they give us a good sound basis on which to do the job in Washington that needs to be done. Regretfully, too many members of Congress do not have the privilege of listening to the kind of witnesses we have listened to today. In particular, these young people, who, I think, document the case better than can be done otherwise.

I think this is a good beginning, Mr. Chairman. I certainly pledge my support to turning what we have learned into practical reality. You are to be commended and certainly you have my full support. Thank you.

Mr. **Martinez**. Thank you very much.

Mr. **Hawkins**. And thanks to all of the witnesses.

Mr. **Martinez**. Thank you very much, Mr. Chairman. As we were the other day in a caucus and several of us commented on our love for the Chairman. It is—we kidded a little bit about it, but the truth of the matter is, many of us really do feel very strongly about our Chairman, Mr. Hawkins, because as far as programs that benefit people who are at the greatest disadvantage in our society, Mr. Hawkins has been in the lead all the way and all the time and without him, I doubt that we could have accomplished half of what we did.

Mr. **Hawkins**. That comes from age. That is probably the only thing, when you get to be my age that you can brag about.

Mr. **Martinez**. Very good. Thank you again, Mr. Chairman and thank all of you. It has been very valuable to us for having you here and we are now adjourned.

[Whereupon, at 12:30 p.m. the subcommittee adjourned.]

[Text of H.R. 717 follows.]

I

101st CONGRESS
1st Session

H. R. 717

To establish the American Conservation and Youth Service Corps consisting of the American Conservation Corps and the Youth Service Corps, to provide for education and training of participants in such Corps, to establish the Commission on National Service Opportunities, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

January 31, 1989

Mr. Panetta (for himself, Mr. Udall, Mr. Martinez, Mr. Conte, Mr. Fuster, Mr. Fauntroy, Mr. Beilenson, Ms. Pelosi, Mr. Dicks, Mr. Moakley, Mr. Roybal, Mr. Walgren, Mr. Hayes of Illinois, Mrs. Boggs, Mr. Kastenmeier, Mr. Bilbray, Mr. Jontz, Mr. Torres, Mr. Pallone, Mr. Bosco, Mr. Tallon, Mr. Berman, Mr. Dwyer of New Jersey, Mr. DeFazio, Mr. Bates, Mr. Foglietta, Mr. Mineta, Mr. Frost, Mr. Derrick, Mr. Pepper, Mr. Blaz, Mr. Levine of California, Mr. Sikorski, Mr. Morrison of Connecticut, Mr. Traxler, Mr. Dymally, Mr. Lipinski, Mr. Smith of Florida, Ms. Schneider, Mr. Traficant, Mrs. Bentley, Mr. Lagomarsino, Mr. Roe, Mrs. Boxer, Mr. McDermott, Mr. Lewis of Georgia, Mr. Mfume, Mr. Ackerman, Mr. Crockett, Mr. Fazio, Mr. Towns, Mr. Bustamante, Mr. Studds, Mr. Schumer, Mr. Clarke, Mr. Atkins, Mr. Robinson, Mr. Torricelli, Mr. Wise, Mr. Ravenel, Mr. Shays, Mr. Solarz, Mr. Richardson, Mr. Kolter, Mrs. Morella, and Mr. Hughes) introduced the following bill; which was referred jointly to the Committees on Education and Labor and Interior and Insular Affairs

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A BILL

To establish the American Conservation and Youth Service Corps consisting of the American Conservation Corps and the Youth Service Corps, to provide for education and training of participants in such Corps, to establish the Commission on National Service Opportunities, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the "American Conservation and Youth Service Corps Act of 1989".

(b) TABLE OF CONTENTS.—

Sec. 1. Short title and table of contents.
Sec. 2. Purpose.

TITLE I—AMERICAN CONSERVATION CORPS

Sec. 101. Establishment.
Sec. 102. Allocation of authorized funds.

TITLE II—YOUTH SERVICE CORPS

Sec. 201. Youth service project grants.
Sec. 202. Service categories.

TITLE III—YOUTH SKILLS ENHANCEMENT

Sec. 301. Certification and academic credit.
Sec. 302. Training and education services.

TITLE IV—ADMINISTRATIVE PROVISIONS

Sec. 401. Grants to states.
Sec. 402. Approval of applications and supervision of programs.
Sec. 403. Preference for certain projects.
Sec. 404. Effect of earnings on eligibility for other Federal assistance.
Sec. 405. Enrollment.
Sec. 406. Coordination and participation with other entities.
Sec. 407. YSC State advisory boards.
Sec. 408. Federal and State employee status.
Sec. 409. Nonduplication and nondisplacement.
Sec. 410. Grievance procedure.
Sec. 411. Use of volunteers.
Sec. 412. Nondiscrimination provision.
Sec. 413. Labor market information.
Sec. 414. Review and reporting requirements.

Sec. 415. Definitions.
Sec. 416. Authority of state legislature.
Sec. 417. Authorization of appropriations and other fiscal provisions.

TITLE V—COMMISSION ON NATIONAL SERVICE OPPORTUNITIES

Sec. 501. Findings and purposes.
Sec. 502. Commission.
Sec. 503. Reports and recommendations.
Sec. 504. Termination and effective date.

SEC. 2. PURPOSE.

It is the purpose of this Act—

(1) to provide opportunities for work and service to the Nation's youth that will (A) increase and maintain their educational skills and employability, and (B) provide benefits to the Nation in meeting unmet human, environmental, and conservation needs (particularly needs related to poverty);

(2) to assure that such opportunities are conducted in coordination with other conservation, education, training, work, and service programs;

(3) to establish the American Conservation Corps to carry out a program to improve, restore, maintain, and conserve public lands and resources (including Indian lands and community lands) in the most cost-effective manner; and

(4) to establish the Youth Service Corps to encourage young persons to participate in voluntary national service and to provide matching grants to eligi-

ble public and private nonprofit agencies to administer programs conducted under such service.

TITLE I—AMERICAN CONSERVATION CORPS

SEC. 101. ESTABLISHMENT.

(a) IN GENERAL.—There is hereby established the American Conservation Corps to be administered by Federal agencies and through a State grant component.

(b) FEDERAL COMPONENT.—(1) The Secretary of the Interior and the Secretary of Agriculture shall establish the Federal component of the American Conservation Corps within their respective agencies to administer programs on Federal lands. Applications for participation in such service on Federal public lands shall be submitted to the administering Secretary in the manner described in title IV and under regulations promulgated under subsection (e).

(2) Funds provided for purposes of this title to any Federal agency shall be used to carry out projects on Federal lands and to provide for the Federal administrative costs of implementing this title.

(3) In utilizing such funds, Federal agencies are encouraged to enter into contracts or other agreements with program agencies and with local governments and nonprofit organizations approved for participation under section 406(a).

(c) STATE COMPONENT.—(1) The Secretary of the Interior shall establish a program under which grants shall be made to States to administer the State component of such service involving work on non-Federal public lands and waters within a given State. Each Governor shall designate a State program agency to administer the program within the State.

(2) If at the commencement of a fiscal year, such a program agency has not been so designated, any local government within such State may establish a program agency to carry out the State component within the political subdivision under the jurisdiction of such local government.

(3) Any program agency may apply for a grant under this title in the manner described in section 401.

(d) LOCAL GOVERNMENT PARTICIPATION.—(1) Any local government program agency shall be subject, in all respects, to the same requirements as a State program agency. Where more than one local government within a State has established a program agency under this subsection, the administering Secretary shall allocate funds between such agencies in such manner as the Secretary considers equitable.

(2) Any State carrying out a program under this Act shall provide a mechanism under which local governments and nonprofit organizations within the State may participate in the American Conversation Corps.

(e) REGULATIONS AND ASSISTANCE.—(1) Before the end of the 120-day period beginning on the date of the enactment of this Act, the Secretaries of the Interior and of Agriculture, after consultation with the Secretary of Labor, shall jointly promulgate regulations necessary to implement the American Conservation Corps established by subsection (a).

(2)(A) Before the end of the 30-day period beginning on the date of the enactment of this Act, the Secretaries of the Interior and of Agriculture shall establish procedures to give program agencies and other interested parties (including the general public) adequate notice and opportunity to comment on and participate in the formulation of such regulations.

(B) The regulations shall include provisions to assure uniform reporting on—

(i) the activities and accomplishments of American Conservation Corps programs,

(ii) the demographic characteristics of enrollees in the Corps, and

(iii) such other information as may be necessary to prepare the annual report required by section 414(a).

(f) PROJECTS INCLUDED.—The American Conservation Corps established under this section may carry out projects such as—

(1) conservation, rehabilitation, and improvement of wildlife habitat, rangelands, parks, and recreational areas;

(2) urban revitalization and historical and cultural site preservation;

(3) fish culture and habitat maintenance and improvement and other fishery assistance;

(4) road and trail maintenance and improvement;

(5)(A) erosion, flood, drought, and storm damage assistance and controls,

(B) stream, lake, and waterfront harbor and port improvement, and

(C) wetlands protection and pollution control;

(6) insect, disease, rodent, and fire prevention and control;

(7) improvement of abandoned railroad bed and right-of-way;

(8) energy conservation projects, renewable resource enhancement, and recovery of biomass;

(9) reclamation and improvement of strip-mined land; and

(10) forestry, nursery, and cultural operations.

(g) LIMITATION TO PUBLIC LANDS.—Projects to be carried out under the American Conservation Corps shall be limited to projects on public lands or Indian lands, except where a project involving other lands will provide a documented public benefit as determined by the administering Secretary. The regulations promulgated under subsection (e) shall establish the criteria necessary to make such determinations.

(h) CONSISTENCY.—All projects carried out under this title for conservation, rehabilitation, or improvement of any public lands or Indian lands shall be consistent with—

(1) the provisions of law and policies relating to the management and administration of such lands, and all other applicable provisions of law; and

(2) all management, operational, and other plans and documents which govern the administration of the area.

(i) PARTICIPATION BY OTHER CONSERVATION PROGRAMS.—Any land or water conservation program (or any related program) administered in any State under the authority of any Federal program is encouraged to use services available under this title to carry out its program.

SEC. 102. ALLOCATION OF AUTHORIZED FUNDS.

Of the sums appropriated under section 416(b)(1)(A) to carry out this title for any fiscal year—

(1) 50 percent shall be made available to the administering Secretary for expenditure by State program agencies which have been approved for participation in

the American Conservation Corps for work on State and county lands;

(2) 15 percent shall be made available to the administering Secretary for expenditure by agencies within the Department of Agriculture, subject to section 416(d);

(3) 5 percent shall be made available to the administering Secretary, under such terms as are provided for in regulations promulgated under section 101(e), for expenditure by other Federal agencies, subject to section 416(d);

(4) 25 percent shall be made available to the administering Secretary for expenditure by agencies within the Department of the Interior, subject to section 416(d), and for demonstration projects or projects of special merit carried out by any program agency or by any nonprofit organization or local government which is undertaking or proposing to undertake projects consistent with the purposes of this title; and

(5) 5 percent shall be made available to the administering Secretary for expenditure by the governing bodies of participating Indian tribes.

TITLE II—YOUTH SERVICE CORPS

SEC. 201. YOUTH SERVICE PROJECT GRANTS.

The Director of the Action Agency shall appoint an Assistant Director who shall provide, to public and private nonprofit agencies determined to be eligible under section 402, grants for youth service projects and otherwise to administer this title.

SEC. 202. SERVICE CATEGORIES.

(a) DESIGNATION OF SERVICE CATEGORIES.—The Assistant Director shall, by regulation, designate specific activities as service categories in which persons serving in youth service projects may serve for purposes of this title.

(b) ELIGIBILITY REQUIREMENTS.—An activity may be designated as a service category under subsection (a) if the Assistant Director determines that—

(1) such activity is of substantial social benefit in meeting unmet human, social, or environmental needs (particularly needs related to poverty) of or in the community where service is to be performed;

(2) involvement of persons serving in youth service projects under this title in such activity will not interfere unreasonably with the availability and the terms of employment of employees of sponsoring organizations with positions available in such activity;

(3) persons serving in youth service projects under this title are able to meet the physical, mental, and educational qualifications that such activity requires; and

(4) such activity is otherwise appropriate for purposes of this title.

(c) SPECIFIC ELIGIBLE SERVICE CATEGORIES.—The service categories referred to in subsection (a) may include service in—

(1) State, local, and regional governmental agencies;

(2) nursing homes, hospices, senior centers, hospitals, local libraries, parks, recreational facilities, day care centers, and schools;

(3) law enforcement agencies, and penal and probation systems;

(4) private nonprofit organizations whose principal purpose is social service;

(5) the rehabilitation or improvement of public facilities; neighborhood improvements; literacy training benefiting educationally disadvantaged persons; weatherization of and basic repairs to low-income housing; energy conservation, including solar energy techniques; removal of architectural barriers to access by handicapped persons to public facilities; and conservation,

maintenance, or restoration of natural resources on publicly held lands; and

(6) any other nonpartisan civic activities and services that the Assistant Director determines to be appropriate for purposes of this title.

(d) INELIGIBLE SERVICE CATEGORIES.—The service categories referred to in subsection (a) may not include any position in any—

(1) business organized for profit;

(2) labor union;

(3) partisan political organization;

(4) organization engaged in religious activities, unless such position does not involve any religious functions; or

(5) domestic or personal service company or organization.

(e) RELATED PROGRAMS.—Any program administered under the authority of the Department of Health and Human Services, which program is operated for the same purpose as any program eligible under this title, is encouraged to use services available under this title to carry out its program.

TITLE III—YOUTH SKILLS ENHANCEMENT

SEC. 301. CERTIFICATION AND ACADEMIC CREDIT.

The administering Secretary or the Assistant Director (whichever the case may be) shall provide guidance and assistance to States in securing certification of training skills or academic credit for competencies developed under this Act.

SEC. 302. TRAINING AND EDUCATION SERVICES.

(a) ASSESSMENT OF SKILLS.—Each program agency shall, through programs and projects under this Act, maintain or enhance the educational skills of enrollees in the program. Each such agency shall assess the educational level of enrollees at the time of entrance in the program, using any available records or simplified assessment means or methodology.

(b) PROVISION OF IN-SERVICE TRAINING AND EDUCATION.—(1) Program agencies receiving assistance under this Act shall use not less than 10 percent of the funds available to them to provide in-service training and educational materials and services for enrollees and persons serving in such projects and may enter into arrangements with academic institutions or education providers, including—

(A) local education agencies,

(B) community colleges,

(C) 4-year colleges,

(D) area vocational-technical schools, and

(E) community based organizations,

for academic study by enrollees and persons serving in youth service projects during nonworking hours to upgrade literacy skills, to obtain a high school diploma (or its equivalency) or college degrees, or to enhance employable skills. Career counseling shall be provided to enrollees and persons serving in youth service projects during any period of in-service training.

(2) Enrollees and persons serving in youth service projects who have not obtained a high school diploma or its equivalent shall have priority to receive services under this subsection.

(3) Whenever possible, an enrollee seeking study or training not provided at his or her assigned facility shall be offered assignment to a facility providing such study or training.

(c) POST-SERVICE EDUCATION AND TRAINING ASSISTANCE.—Any such program or project shall use not less than 10 percent of the funds available to the agency under this Act to provide services described in subsection (b)(1) for post-service education and training assistance. The amount of such assistance provided to any eligible individual shall be based upon the period of time such person served in a program or project under this Act. The activities under this section may include activities available to eligible enrollees under in-service education and training assistance, career and vocational counseling, assistance in entering a program under the Job Training Partnership Act, and other activities deemed appropriate for the enrollee by the program agency and the advisory board.

(d) STANDARDS AND PROCEDURES.—Appropriate State and local officials shall certify that standards and procedures with respect to the awarding of academic credit and certifying educational attainment in programs conducted under subsection (b) are consistent with the requirements of applicable State and local law and regulations. Such standards and procedures shall specify, among other things, that any person serving in a program or project under this Act—

(1) who is not a high school graduate, shall participate in an educational component whereby such person can progress toward a high school diploma or its equivalent; and

(2) may arrange to receive academic credit in recognition of learning and skills obtained from service satisfactorily completed.

TITLE IV—ADMINISTRATIVE PROVISIONS

SEC. 401. GRANTS.

(a) AWARD OF GRANTS.—Within 60 days after the date of the enactment of appropriations legislation pursuant to this

Act, any eligible entity may apply to the administering Secretary or the Assistant Director (whichever the case may be) for funds under this Act in the manner specified under title I or title II. In determining the amount of funds to be awarded to any such applicant, the administering Secretary or the Assistant Director (whichever the case may be) shall consider each of the following factors:

(1) The proportion of the unemployed youth population of area to be served.

(2)(A) In the case of title I, the conservation, rehabilitation, and improvement needs on public lands within the State, and

(B) In the case of title II, unmet human, social, or environmental needs (particularly needs related to poverty) within the area to be served.

(b) MATCHING REQUIREMENT.—(1) As a condition on the award of a grant under this Act, a State or program agency shall demonstrate to the satisfaction of the administering Secretary or the Assistant Director (whichever the case may be) that it will expend (in cash or in kind), for purposes of any corps project funded under this Act, an amount from public or private non-Federal sources (including the direct cost of employment or training services provided by State or local programs, private nonprofit organizations, and private for-profit employers) equal to the amount made available to such State or agency under this Act.

(2) In addition to such matching requirement, the State or program agency shall demonstrate to the satisfaction of the administering Secretary or the Assistant Director (whichever the case may be) that the effectiveness of the program will be enhanced by the use of Federal funds.

(c) PAYMENT TERMS.—Payments under grants awarded under this Act may be made in advance or by way of reimbursement and at such intervals and on such conditions as the administering Secretary or the Assistant Director (whichever the case may be) finds necessary.

(d) USE OF FUNDS; LIMITATIONS.—(1) Contract authority under this Act shall be subject to the availability of appropriations. Funds provided under this Act shall only be used for activities which are in addition to those which would otherwise be carried out in the area in the absence of such funds.

(2) Not more than 10 percent of the Federal funds made available to any State or program agency for projects during each fiscal year may be used for the purchase of major capital equipment.

(3) Not more than 15 percent of any Federal funds made available to any State or program agency under this Act may be used to cover administrative expenses. In any case in

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which a grant is being awarded to a specific unit of local government rather than to a State, the State may not use more than 3 percent of the grant to cover administrative expenses. The remainder of the grant shall be transferred to the relevant unit of local government.

(4) Not more than 5 percent of any Federal funds provided under this Act may be used for part-time service or conservation programs. For purposes of this paragraph the term "part-time" means unpaid service of not more than 15 hours per week.

SEC. 402. APPROVAL OF APPLICATIONS AND SUPERVISION OF PROGRAMS.

(a) APPLICATION.—(1) In order to be eligible for any grant under this section, an applying entity shall submit, in accordance with subsection (c), a plan that describes the existing or proposed program or project for which such grant is requested.

(2) Any entity which is eligible to provide employment and educational training under other Federal employment training programs may apply for a grant under this section.

(b) CONTENTS OF PLAN FOR ELIGIBILITY FOR GRANTS.—The plan referred to in subsection (a) shall include the following:

(1)(A) A comprehensive description of the objectives and performance goals for the program, (B) a plan for managing and funding the program, and (C) a description of the types of projects to be carried out, including a description of the types and duration of training and work experience to be provided.

(2) A plan for certification of the training skills acquired by enrollees and award of academic credit to enrollees for competencies developed from training programs or work experience obtained under this Act.

(3) An estimate of the number of enrollees and crew leaders necessary for the proposed projects, the length of time for which the services of such personnel will be required, and the services which will be required for their support.

(4) A description of the location and types of facilities and equipment to be used in carrying out the programs.

(5) A list of positions from which any person serving in such project may choose a service position, which list shall, to the extent practicable, identify a sufficient number and variety of positions so that any person living within a program area who desires to serve in voluntary youth service may serve in a position that fulfills the needs of such person.

(6) A list of requirements to be imposed on any sponsoring organization of any person serving in a pro-

gram or project under this Act, including a provision that any sponsoring organization that invests in any project under this Act by making a cash contribution or by providing free training of any person participating in such project shall be given preference over any sponsoring organization that does not make such an investment.

(7) With respect to the specified location and type of any facility to be used in carrying out the program, a description of—

(A) the proximity of any such facility to the work to be done;

(B) the cost and means of transportation available between any such facility and the homes of the enrollees who may be assigned to that facility;

(C) the participation of economically, socially, physically, or educationally disadvantaged youths; and

(D) the cost of establishing, maintaining, and staffing the facility.

(8)(A) A provision describing the manner of appointment of sufficient supervisory staff by the chief administrator to provide for other central elements of a youth corps, such as crew structure and a youth development component. Supervisory staff may include enrollees who have displayed exceptional leadership qualities.

(B) A provision describing a plan to assure the on-site presence of knowledgeable and competent supervision at program facilities.

(9) A description of the facilities, quarters, and board (in the case of residential facilities), limited and emergency medical care, transportation from administrative facilities to work sites, and other appropriate services, supplies, and equipment that will be provided by the agency.

(10) A description of basic standards of work requirements, health, nutrition, sanitation, and safety, and the manner by which such standards shall be enforced.

(11) A description of the program's plan to assign youths to facilities as near to their homes as is reasonable and practicable.

(12) Such other information as the administering Secretary or the Assistant Director (whichever the case may be) may prescribe.

(c) PRELIMINARY APPROVAL OF TITLE I APPLICATIONS.—(1) An application for participation in the State component under title I shall first be submitted to the designated State agency for preliminary review and approval. Such agency shall forward to the appropriate State job training coordinating council, if any (established under the Job Training Partnership Act (29 U.S.C. 1502 et seq.)), for further review and comment, any application it approves. Upon the expiration of the 30-day review period referred to in subsection (e), the State agency shall submit any approved application, along with any comments by the council, to the administering Secretary.

(2) A State may submit any application for its own program under title I to the administering Secretary after complying with the review and comment requirement under subsection (e).

(3) The administering Secretary shall establish an appeals procedure (involving review and comment by the State job training council) for applying entities whose applications are disapproved under paragraph (1).

(d) Title II Applications.—An application for participation under title II may be submitted by any public or private nonprofit entity to the administering Assistant Director after review and comment under subsection (e).

(e) Review and Comment on Applications.—No application for participation under title I or title II may be submitted to the administering Secretary or the Assistant Director (whichever the case may be) before the end of the 30-

day period for review and comment by such council (except in the case of an appeal).

(f) CRITERIA FOR APPROVAL OF APPLICATIONS.—In approving an application under this section, the administering Secretary or the Assistant Director (whichever the case may be) shall consider the extent to which the specifics of the program or project (as described in the application) meet the goals of the program for which the grant is sought.

SEC. 403. PREFERENCE FOR CERTAIN PROJECTS.

In the approval of applications for programs and projects submitted under section 402, the Administering Secretary or the Assistant Director (whichever the case may be) shall give preference to those programs and projects which—

(1) will provide long-term benefits to the public;

(2) will instill in the enrollees a work ethic and a sense of public service;

(3) will be labor intensive, with youth operating in crews;

(4) can be planned and initiated promptly;

(5) will enhance the enrollees' educational level and opportunities, and skills development;

(6) in the case of a proposed title I project, will meet the unmet needs for conservation, rehabilitation, and improvement work on public lands within the State; and

(7) in the case of a proposed title II project, will meet human, social, and environmental needs (particularly needs related to poverty).

SEC. 404. EFFECT OF EARNINGS ON ELIGIBILITY FOR OTHER FEDERAL ASSISTANCE.

Earnings and allowances received under this Act by an economically disadvantaged youth, as defined in section 4(8) of the Job Training Partnership Act (29 U.S.C. 1503(8)), shall be disregarded in determining the eligibility of the youth's family for, and the amount of, any benefits based upon need under any program established under this Act.

SEC. 405. ENROLLMENT.

(a) CRITERIA.—(1)(A) Enrollment in the American Conservation and Youth Service Corps shall be limited to individuals who, at the time of enrollment, are—

(i) not less than 16 years or more than 25 years of age, except that programs limited to the months of June, July, and August may include individuals not less than 15 years and not more than 21 years of age at the time of their enrollment; and

(ii) citizens or nationals of the United States (including those citizens of the Northern Mariana Islands as defined in section 24(b) of the Act entitled "An Act to authorize $15,500,000 for capital improvement projects on Guam, and for other purposes.", approved

December 8, 1983 (Public Law 98-213; 48 U.S.C. 1681 note), or lawful permanent resident aliens of the United States.

(B) Special efforts shall be made to recruit and enroll individuals who, at the time of enrollment, are economically disadvantaged.

(C) In addition to recruitment enrollment efforts required in subparagraph (B), the administering Secretary or the Assistant Director (whichever the case may be) shall make special efforts to recruit enrollees who are socially, physically, and educationally disadvantaged youths.

(D) Any person who does not hold a high school diploma or its equivalent may not be accepted for service in a program or project under this Act unless such person has not been enrolled as a high school student during the 3-month period before the date of such acceptance.

(E) Notwithstanding subparagraph (A), a limited number of special corps members may be enrolled without regard to their age so that the corps may draw upon their special skills which may contribute to the attainment of the purposes of this Act.

(2) Except in the case of a program limited to the months of June, July, and August, individuals who at the time of applying for enrollment have attained 16 years of age but not attained 19 years of age, and who are no longer

enrolled in any secondary school shall not be enrolled unless they give adequate written assurances, under criteria to be established by the administering Secretary or the Assistant Director (whichever the case may be), that they did not leave school for the express purpose of enrolling. The regulations promulgated under section 101(e) shall provide such criteria.

(3) The selection of enrollees to serve in the American Conservation and Youth Service Corps shall be the responsibility of the chief administrator of the program agency. Enrollees shall be selected from those qualified persons who have applied to, or been recruited by, the program agency, a State employment security service, a local school district with an employment referral service, an administrative entity under the Job Training Partnership Act (29 U.S.C. 1502 et seq.), a community or community-based nonprofit organization, the sponsor of an Indian program, or the sponsor of a migrant or seasonal agricultural worker program.

(4)(A) Except for a program limited to the months of June, July, and August, any qualified individual selected for enrollment may be enrolled for a period not to exceed 24 months. When the term of enrollment does not consist of one continuous 24-month term, the total of shorter terms may not exceed 24 months.

(B) No individual may remain enrolled in the American Conservation and Youth Service Corps after that individual has attained the age of 26 years, except as provided in paragraph (1)(D).

(C) No enrollee shall perform services in any project for more than a 6 month-period.

(5) Within American Conservation and Youth Service Corps the directors of programs shall establish and stringently enforce standards of conduct to promote proper moral and disciplinary conditions. Enrollees who violate these standards shall be transferred to other locations, or dismissed, if it is determined that their retention in that particular program, or in the Corps, will jeopardize the enforcement of such standards or diminish the opportunities of other enrollees. Such disciplinary measures shall be subject to expeditious appeal to the administering Secretary or the Assistant Director (whichever the case may be).

(b) REQUIREMENT OF PAYMENT FOR CERTAIN SERVICES.—A reasonable portion of the costs of the rates for room and board provided at residential facilities may be deducted from amounts determined under subsection (c) and deposited into rollover funds administered by the appropriate program agency. Such deductions and rates are to be established after evaluation of costs of providing the services. The rollover funds established pursuant to this section shall be used solely to defray the costs of room and board for enrollees. The administering Secretary, or the Assistant Director (whichever the case may be), and the Secretary of Defense may make available to program agencies any surplus food and equipment available from Federal programs.

(c) STIPENDS AND OTHER BENEFITS.—(1) The administering Secretary or the Assistant Director (whichever the case may be), shall devise a schedule providing an aggregate amount of stipends and other benefits, including education and training benefits (such as loans, scholarships, and grants) in an amount that is equal to not less than 100 percent and not more than 160 percent of the amount such enrollee would have earned if such person had been paid at a rate equal to the minimum wage under section 6(a)(1) of the Fair Labor Standards Act of 1938 (29 U.S.C. 206(a)(1)) during the period of service of such enrollee.

(2) During the period of an enrollee's service, the enrollee shall receive, from amounts determined under paragraph (1), an allowance (in cash or in kind) of not less than 50 percent and not more than 100 percent of such minimum wage, to be paid to such person during such period of service.

(3) In any case in which enrollees would perform services substantially similar to the duties and responsibilities of a regular employee employed by the employer to whom such enrollee is assigned, the program agency shall ensure that the amount determined under paragraph (1) shall be based upon a rate not less than the highest of—

(A) the minimum wage under section 6(a)(1) of the Fair Labor Standards Act of 1938;

(B) the minimum wage under the applicable State or local minimum wage law; or

(C) the prevailing rates of pay for such regular employees of the employer.

(d) SERVICES, FACILITIES, AND SUPPLIES.—(1) The program agency shall provide facilities, quarters, and board (in the case of residential facilities), limited and emergency medical care, transportation from administrative facilities to work sites, and other appropriate services, supplies, and equipment.

(2)(A) The administering Secretary or the Assistant Director (whichever the case may be) may provide services, facilities, supplies, and equipment to any program agency carrying out projects under this Act.

(B) Whenever possible, the administering Secretary or the Assistant Director (whichever the case may be) shall make arrangements with the Secretary of Defense to have logistical support provided by a military installation near the work site, including the provision of temporary tent centers where needed, and other supplies and equipment.

(e) HEALTH AND SAFETY STANDARDS.—The administering Secretary or the Assistant Director (whichever the case may be), along with the program agency, shall establish standards and enforcement procedures concerning enrollee health and safety for all projects, consistent with Federal, State, and local health and safety standards.

(f) GUIDANCE AND PLACEMENT.—Program agencies shall provide such job guidance and placement information and assistance for enrollees as may be necessary. Such assistance shall be provided in coordination with appropriate State, local, and private agencies and organizations.

SEC. 406. COORDINATION AND PARTICIPATION WITH OTHER ENTITIES.

(a) AGREEMENTS.—Program agencies may enter into contracts and other appropriate arrangements with local government agencies and nonprofit organizations for the operation or management of any projects or facilities under the program.

(b) COORDINATION.—The administering Secretary or the Assistant Director (whichever the case may be) and the chief administrators of program agencies carrying out programs under this Act shall coordinate the programs with related Federal, State, local, and private activities.

(c) JOINT PROJECTS INVOLVING THE DEPARTMENT OF LABOR.—The administering Secretary or the Assistant Director (whichever the case may be) may develop, jointly with the Secretary of Labor, regulations designed to allow, where appropriate, joint projects in which activities supported by funds authorized under this Act are coordinated with activities supported by funds authorized under employment and training statutes administered by the Department of Labor (including the Job Training Partnership Act (29 U.S.C. 1502 et seq.)). Such regulations shall provide standards for approval of joint projects which meet both the purposes of this Act and the purposes of such employment and training statutes under which funds are available to support the activities proposed for approval. Such regulations shall also establish a single mechanism for approval of joint projects developed at the State or local level.

SEC. 407. AMERICAN CONSERVATION AND YOUTH SERVICE CORPS STATE ADVISORY BOARDS.

(a) Establishment.—Upon the approval of a project within a State, the State job training coordinating council within the State shall appoint an advisory board for the purpose of conducting regular oversight and review of projects within the State. In particular, the advisory board shall certify that the project satisfies the requirements and limitations under this Act, including limitations respecting the displacement of existing employees and the types of projects and responsibilities appropriate for enrollees. Members of the advisory board shall also provide guidance and assistance for the development and administration of projects.

(b) COMPOSITION.—(1) Each advisory board shall be composed of not less than 7 individuals, of whom—

(A) 2 individuals who are representatives of organized labor (one of each representing the State and local levels); and

(B) 5 individuals, one of each of whom is a representative of the business community, community based organizations, State government (or an appropriate State agency), local elected office, and State or local school administration.

(2) If more than 7 individuals are appointed to the advisory board, the representation scheme described in paragraph shall be met, to the extent practicable.

(c) ANNUAL MEETINGS.—Each advisory board shall meet not less often than twice annually.

SEC. 408. FEDERAL AND STATE EMPLOYEE STATUS.

Enrollees, crew leaders, and volunteers are deemed as being responsible to, or the responsibility of, the program agency administering the project on which they work. Except as otherwise specifically provided in the following paragraphs, enrollees and crew leaders in projects for which funds have been authorized pursuant to section 415 shall not be deemed Federal employees and should not be subject to the provisions of law relating to Federal employment:

(1) For purposes of subchapter I of chapter 81 of title 5, United States Code, relating to the compensation of Federal employees for work injuries, enrollees and crew leaders serving American Conservation and Youth Service Corps program agencies shall be deemed employees of the United States within the meaning of the term "employee" as defined in section 8101 of title 5, United States Code, and the provision of that subchapter shall apply, except—

(A) the term "performance of duty" shall not include any act of an enrollee or crew leader while absent from his or her assigned post of duty, except while participating in an activity authorized by or under the direction and supervision of a program agency (including an activity while on pass or during travel to or from such post of duty); and

(B) compensation for disability shall not begin to accrue until the day following the date on which the injured enrollee's or crew leader's employment is terminated.

(2) For purposes of chapter 171 of title 28, United States Code, relating to tort claims procedure, enrollees and crew leaders on American Conservation and Youth Service Corps projects shall be deemed em-

ployees of the United States within the meaning of the term "employee of the Government" as defined in section 2671 of such title.

(3) For purposes of section 5911 of title 5, United States Code, relating to allowances for quarters, enrollees and crew leaders shall be deemed employees of the United States within the meaning of the term "employee" as defined in that section.

SEC. 409. NONDUPLICATION AND NONDISPLACEMENT.

(a) NONDUPLICATION.—(1) Funds provided pursuant to this Act shall be used only for activities which do not duplicate and which are in addition to programs and activities which are otherwise available in the local area. States shall certify that proposed projects shall not duplicate ongoing programs.

(2) No funds made available under this Act may be provided to any private nonprofit entity to conduct activities which are the same or substantially equivalent to activities provided by the State or local government in the local area unless the level of State or local government employees working in the same or substantially equivalent activities is maintained at the levels specified in sections 409(c) (4), (5), and (6).

(b) LIMITATIONS ON CERTAIN PROJECTS AND ACTIVITIES.—Projects conducted under this Act shall be designed by the project grantee, along with any labor organization representing employees engaged in the same or substantially similar work, to achieve the objective of avoiding the displacement of regular jobs and employees. Any such labor organization shall, if it so elects, assist in supervising the project. To achieve such objective, the Assistant Director or appropriate official of the State or local government shall take into account the following factors in determining whether to approve a proposed project that complement existing services:

(1) The number of projects in the local area which would complement existing employment services.

(2) The imposition of a limitation on the maximum length of time projects are conducted within the local area.

(3) The number of enrollees participating in any ongoing project extending beyond a specific period determined by the State.

(4) The number of service years (or months) allowed for participation in such projects.

(5) The transfer of enrollees to different types of projects.

(c) NONDISPLACEMENT.—(1) No currently employed worker or position shall be displaced by any enrollee (including partial displacement such as a reduction in the hours of nonovertime work, wages, or employment benefits).

(2)(A) No enrollee under this Act shall be employed or placed in a position in any case in which an individual is on layoff from the same or any substantially equivalent position.

(B) No enrollee under this Act shall be placed in a position of service when, following the submission of a project proposal for the local area, the employer terminates the employment of any regular employee in the same or any substantially equivalent position job or otherwise reduces the number of regular employees in any such position.

(3) No jobs shall be created in a promotional line that will infringe in any way upon the promotional opportunities of currently employed individuals.

(4) No enrollee under this Act shall be assigned to any local agency or organization unless the number of employees in such agency or organization is at least equal to the number of regular employees who were employed in the local workforce of such agency or organization in the two years preceding the application submitted under this Act.

(5) No enrollee under this Act shall be assigned to any position if the rate of increase in the number of regular local employees in substantially equivalent positions is less than the rate of increase of regular local employees in all positions of the employer in the two years preceding the calendar

quarter in which the project application is submitted and in each succeeding calendar quarter.

(6) No enrollee under this Act shall be assigned to any State or local government department or agency if the rate of increase in the number of regular employees in such department or agency is less than the rate of increase of regular employees in all of the departments or agencies of such State or local government in the two years preceding the calendar quarter in which the application for a project is submitted and in each succeeding calendar quarter.

(d) LABOR IMPACT REPORTS.—(1) Any recipient of a grant made under this Act shall transmit an annual report to any local labor organization representing government employees who are engaged in similar work to that performed by enrollees in a local project.

(2) Each such report shall, with respect to each relevant position, and relevant government department or agency in which enrollees serve under a project, set forth—

(A) the number of all regular employees in each such position, and department or agency affected by such enrollees (i) during the year to which such report applies, and (ii) during the quarter preceding the enactment of this Act; and

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(B) the number of enrollees performing services in such position, organization, and department or agency during each such quarter.

(e) Use of Funds In Connection with Union Organizing.—Each recipient of funds under this Act shall provide to the Secretary assurances that none of such funds will be used to assist, promote, or deter union organizing.

(f) Review of Proposed Projects by Labor Organizations.—In any case in which services performed by enrollees under a proposed project would be similar to employment performed by employees represented by a labor organization, such organization shall be afforded an opportunity to review the proposed project. If such organization determines that the proposed project would not satisfy the nondisplacement and nonduplication protections under this section, the project shall be revised by the program agency in order to satisfy such protections.

SEC. 410. GRIEVANCE PROCEDURE.

(a) Complaints.—Each program agency shall establish and maintain a grievance procedure for grievances and complaints about its projects from enrollees and, labor organizations and other interested persons. Hearings on any grievance shall be conducted within 30 days of filing of a grievance and decisions shall be made not later than 60 days after the filing of a grievance. Except for complaints alleging fraud or criminal activity, complaints shall be made within 1 year after the date of the alleged occurrence.

(b) INVESTIGATION BY THE ADMINISTERING SECRETARY OR THE ASSISTANT DIRECTOR.—Upon exhaustion of a grievance proceeding without decision, or where the administering Secretary or the Assistant Director (whichever the case may be) has reason to believe that the program agency is failing to comply with the requirements of this Act or the terms of a project, the administering Secretary or the Assistant Director (whichever the case may be) shall investigate the allegation or belief within the complaint and determine, within 129 days after receiving the complaint, whether such allegation or belief is true.

SEC. 411. USE OF VOLUNTEERS.

Where any program agency has authority to use volunteer services in carrying out functions of the agency, such agency may use volunteer services for purposes of assisting projects carried out under this Act and may expend funds made available for those purposes to the agency, including funds made available under this Act, to provide for services or costs incidental to the utilization of such volunteers, including transportation, supplies, lodging, recruiting, training, and supervision. The use of volunteer services permitted by this section shall be subject to the condition that such use does not result in the displacement of any enrollee.

SEC. 412. NONDISCRIMINATION PROVISION.

(a) In General.—No person in the United States shall on the ground of race, creed, belief, color, national origin, sex, handicap, or political affiliation, be excluded from participation in, be denied the benefits of, be subjected to discrimination under, or be denied employment in connection with, any program or project for which any State receives assistance under this Act.

(b) Construction under Civil Rights Act of 1964.—For purposes of title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d et seq.) and section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794), any program or project for which any State is receiving assistance under this Act shall be considered to be receiving Federal financial assistance.

SEC. 413. LABOR MARKET INFORMATION.

The Secretary of Labor shall make available to the administering Secretary or to the Assistant Director (whichever the case may be) and to any program agency under this Act such labor market information as is appropriate for use in carrying out the purposes of this Act.

SEC. 414. REVIEW AND REPORTING REQUIREMENTS.

(a) REPORT TO THE PRESIDENT AND CONGRESS.—The administering Secretary or the Assistant Director (whichever the case may be) shall prepare and submit to the President and to the Congress, at least annually, a report detailing the activities carried out under this Act during the preceding fiscal year. Such report shall be submitted not later than December 31 of each year following the date of the enactment of this Act.

(b) OVERSIGHT.—Each recipient of a grant made under section 402 shall provide oversight of service by any person in an American Conservation and Youth Service Corps project under this Act, and of the operations of any employer of such person, in accordance with procedures established by the administering Secretary or the Assistant Director (whichever the case may be). Such procedures shall include fiscal control, accounting, audit, and debt collection procedures to ensure the proper disbursal of, and accounting for, funds received under this Act. In order to carry out this section, each such recipient shall have access to such information concerning the operations of any sponsoring organization as the administering Secretary or the Assistant Director (whichever the case may be) determines to be appropriate.

(c) ANNUAL REPORT TO THE SECRETARY.—Any recipient of a grant made under this Act shall prepare and submit an annual report to the administering Secretary or the

Assistant Director (whichever the case may be) on such date as the Secretary shall determine to be appropriate. Such report shall include—

(1) a description of activities conducted by program or project for which such grant was awarded during the year involved;

(2) characteristics of persons serving in such program or project;

(3) characteristics of positions held by such persons;

(4) a determination of the extent to which relevant standards, as determined by the administering Secretary or the Assistant Director (whichever the case may be), were met by such persons and their sponsoring organizations;

(5) a description of the post-service experiences, including employment and educational achievements, of persons who have served, during the year that is the subject of the report, in projects under this Act; and

(6) any additional information that the administering Secretary or the Assistant Director (whichever the case may be) determines to be appropriate for purposes of this Act.

(d) RESEARCH AND EVALUATION.—The administering Secretary or the Assistant Director (whichever the case may be) shall provide for research and evaluation to—

(1) determine costs and benefits, tangible and otherwise, of work performed under this Act and of training and employable skills and other benefits gained by enrollees; and

(2) identify options for improving program productivity and youth benefits, which may include alternatives for—

(A) organization, subjects, sponsorship, and funding of work projects,

(B) recruitment and personnel policies,

(C) siting and functions of facilities,

(D) work and training regimes for youth of various origins and needs, and

(E) cooperative arrangements with programs, persons, and institutions not covered under this Act.

(e) TECHNICAL ASSISTANCE.—Each administering Secretary or the Assistant Director (whichever the case may be) shall provide technical assistance to the States, to local governments, nonprofit entities and other entities eligible to participate under this Act.

SEC. 415. DEFINITIONS.

For purposes of this Act the following terms have the following meanings:

(1) The term "crew leader" means an enrollee appointed under authority of this Act for the purpose of assisting in the supervision of other enrollees engaged in work projects pursuant to this Act.

(2) The term "crew supervisor" means the adult staff person responsible for supervising a crew of enrollees (including the crew leader).

(3) The term "economically disadvantaged" with respect to youths has the same meaning given such term in section 4(8) of the Job Training Partnership Act (29 U.S.C. 1503(8)).

(4) The term "employment security service" means the agency in each of the several States with responsibility for the administration of unemployment and employment programs and the oversight of local labor conditions.

(5) The term "enrollee" means any individual enrolled in the American Conservation and Youth Service Corps in accordance with section 405.

(6) The term "Indian" means a person who is a member of an Indian tribe.

(7) The term "Indian lands" means any real property owned by an Indian tribe, any real property held

in trust by the United States for Indian tribes, and any real property held by Indian tribes which is subject to restrictions on alienation imposed by the United States.

(8) The term "Indian tribe" means any Indian tribe, band, nation, or other group which is recognized as an Indian tribe by the Secretary of the Interior. Such term also includes any Native village corporation, regional corporation, and Native group established pursuant to the Alaska Native Claims Settlement Act (43 U.S.C. 1701 et seq.).

(9) The term "public lands" means any lands or waters (or interest therein) owned or administered by the United States or by any agency or instrumentality of a State or local government.

(10) The term "State" means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Northern Mariana Islands, the Trust Territory of the Pacific Islands, and any other territory or possession of the United States.

(11) The term "displacement" includes, but is not limited to, any partial displacement through reduction of nonovertime hours, wages, or employment benefits.

(12) The term "program" means activities carried out under title I or title II.

(13) The term "administering Secretary" means for purposes of title I, the Secretary of the Interior (in the case of any lands or programs involving the Department of the Interior), or the Secretary of Agriculture (in the case of lands or programs involving the Department of Agriculture).

(14) The term "program agency" means—

(A) any Federal or State agency designated to manage any program in that State, or

(B) the governing body of any Indian tribe.

(15) The term "chief administrator" means the head of any program agency.

(16) The term "applying entity" means any program agency or any nonprofit organization which applies for a grant under section 402.

(17) The term "project" means any activity (or group of activities) which result in a specific identifiable service or product that otherwise would not be done with existing funds, and which shall not duplicate the routine services or functions of the employer to whom enrollees are assigned. In any case where participant activities overlap with the routine services or functions of an employer, no participant shall work in the same project for more than six months.

SEC. 416. AUTHORITY OF STATE LEGISLATURE.

Nothing in this Act shall be interpreted in preclude the enactment of State legislation providing for the implementation, consistent with this Act, of the programs administered under this Act.

SEC. 417. AUTHORIZATION OF APPROPRIATIONS AND OTHER FISCAL PROVISIONS.

(a) IN GENERAL.—There are authorized to be appropriated to carry out this Act, $152,400,000 for fiscal year 1990 and such sums as may be necessary for succeeding fiscal years.

(b) FISCAL YEAR 1990.—(1) Of amounts appropriated for fiscal year 1990—

(A) $70,000,000 shall be allocated to carry out title I (the American Conservation Corps);

(B) $50,000,000 shall be allocated to carry out title II (the Youth Service Corps);

(C) $15,240,000 shall be allocated for in-service education and $15,240,000 for post-service education; and

(D) $1,000,000 shall be allocated to carry out title V (relating to the Commission); an additional $1,000,000 shall be authorized to be appropriated for fiscal year 1991 for such purpose.

(2) Funds appropriated under this section shall remain available until expended.

(c) LIMITATION ON APPROPRIATIONS.—Of amounts appropriated to carry out this Act, funds designated for title II of this Act shall first be made available for part A of title I of the Domestic Volunteer Service Act in an amount necessary to provide the number of service years required for authorized fiscal year under such Act.

(d) LIMITATIONS ON ADMINISTRATIVE EXPENSES.—The regulations promulgated under this Act shall establish appropriate limitations on the administrative expenses incurred by Federal agencies carrying out programs under this Act, including a cost reimbursement system under which the administrative expenses are paid under this Act through reimbursement.

(e) CARRYOVER.—Funds obligated for any program year may be expended by each recipient during that program year and the two succeeding program years and no amount shall be deobligated on account of a rate of expenditure which is consistent with the program plan.

TITLE V—COMMISSION ON NATIONAL SERVICE OPPORTUNITIES

SEC. 501. FINDINGS AND PURPOSES.

(a) FINDINGS.—The Congress finds the following:

(1) National service in a variety of areas represents a vast and essentially untapped resource which

can and should be used to meet national and local needs.

(2) Greater leadership is needed on the part of the Federal Government to encourage the people of the United States to serve and to encourage State and local authorities to provide opportunities for meaningful service.

(3) The United States faces numerous challenges which can be better met if we draw upon the creative energies of young people and others through a program of national service.

(4) The people of the United States could benefit from improving the quality of, and expanding the number of, opportunities for young people to perform voluntary national service.

(5) An expansion in the number of opportunities for young people to perform voluntary national service could—

(A) take advantage of the huge reservoir of talent among young people;

(B) give young people the opportunity to experience and perform public service before they choose a definite career path; and

(C) contribute to the educational and personal growth of young people.

(6) Disagreement exists among the people of the United States regarding the best method to implement and administer programs designed to offer young people the opportunity to perform voluntary national service.

(7) A high-level commission is needed to—

(A) make recommendations to the President and the Congress about the effectiveness of existing national service programs and the costs and benefits of alternative types of national service programs;

(B) focus national attention on the desirability of improving the quality of, and expanding the number of, opportunities for voluntary national service; and

(C) make recommendations to the President and the Congress regarding the best method to improve and expand such opportunities.

(b) PURPOSES.—The purposes of this title are as follows:

(1) To establish a commission to examine the issues associated with national service, including the American Conservation Service (established under title I) and the Youth Service Corps (established under title II).

(2) To focus national attention on the need for and benefits of national service, on opportunities which exist for such service, and on alternative types of national service programs which may help the United States to meet a broad range of national and local needs.

(3) To explore and assess alternative methods for providing the people of the United States with the incentives and the opportunities to provide useful service to the community and the United States.

(4) To provide the President, the Congress, and the people of the United States with an overview and assessment of existing opportunities for national service (including Federal Government, State government, and local government programs) and a series of options for alternative types of national service programs designed to help the United States deal with youth unemployment, conservation of natural and cultural resources, protection of the environment, reconstruction of the inner cities, education, services for older Americans and handicapped individuals, and personnel requirements for a wide variety of Federal, State, and local programs and agencies.

SEC. 502. COMMISSION.

(a) Establishment.—There is established a commission to be known as the Commission on National Service Opportunities (hereinafter in this title referred to as the "Commission").

(b) Duties.—(1) The Commission shall conduct a study relating to opportunities for young people to perform voluntary national service and the effect of improving the quality of, and expanding the number of, such opportunities on Federal and other employees. The Commission shall include in such study an assessment of—

(A) existing service opportunities in the public and private sectors of the United States and the effectiveness of such opportunities in meeting national and local needs, in building a sense of commitment to the community and the United States, and in instilling in the participants a sense of accomplishment and pride;

(B) existing and potential incentives to encourage service in the public and private sectors of the United States;

(C) alternative types of national service programs and the relative costs and benefits of such national service programs, including the desirability, feasibility, and cost of providing to young people who volunteer to perform public service in the Federal Government—

(i) a stipend; and

(ii) travel expenses and health insurance benefits similar to travel expenses and health insurance benefits available to Federal employees;

(D) the need for and the desirability, feasibility, and cost of expanding existing service opportunities and incentives and establishing any of the alternative types of national service programs;

(E) the extent to which such improvement and expansion could—

(i) help participants develop a sense of commitment to their communities and the United States;

(ii) enhance the personal growth and education of participants; and

(iii) improve future employment opportunities for more participants;

(F) the feasibility of improving the quality of, and expanding the number of, voluntary national service opportunities in the Federal Government that are available to participants without—

(i) displacing Federal employees;

(ii) displacing other volunteers; or

(iii) curtailing employment opportunities with the Federal Government;

(G) the desirability and feasibility of allowing Federal agencies, at the request of a State or local government, to assign participants to State and local projects and programs;

(H) the impact of potential changes in the incentives for service, and of various alternative types of national service programs, on existing institutions (including educational institutions, labor organizations, private and public service programs, and Federal youth, jobs, and training programs);

(I) the cost effectiveness of both alternative and existing voluntary service programs and the feasibility and desirability of incorporating these programs into a comprehensive national service program;

(J) the need for and the desirability, feasibility, and cost of establishing and carrying out a program of mandatory national service;

(K) the role of all persons (regardless of age, sex, income, and education) in existing service programs and in the alternative types of national service programs;

(L) the ways in which existing service programs and alternative types of national service programs will provide participants with a sense of accomplishment and pride and an opportunity to contribute to the welfare of the society by responding to unmet needs of the community and the United States; and

(M) alternative ways to furnish educational assistance to participants in national service programs and assess the cost of furnishing assistance in each such way.

(2) As part of the study conducted under paragraph (1), the Commission shall—

(A) consult with young people and representatives of groups most likely to be adversely affected by improving the quality of, and expanding the number of, opportunities for participants to perform voluntary national service; and

(B) conduct meetings, hearings, and conferences in various regions and localities in the United States to gather the opinions of a wide variety of people, particularly young people and those people and groups most likely to be affected by any changes in existing service programs or the establishment of a program of national service.

(c) MEMBERSHIP, APPOINTMENT, PAY, AND MEETINGS.—(1) The Commission shall be composed of twenty-one members as follows:

(A) Eleven members appointed by the President from among individuals who are broadly representative of private volunteer organizations, secondary and higher education, business, organized labor, the military, social service and civil liberty organizations, Federal, State, and local governments, and groups with a primary interest in service opportunities for youth, handicapped individuals, and older Americans, of which not fewer than three of the members appointed by the President shall be individuals who are not less than 17 years of age and not more than 25 years of age on the date of their appointment to the Commission.

(B) Five members appointed by the Speaker of the House of Representatives, in consultation with the minority leader of the House of Representatives, of which two shall be Members of the House of Representatives and one shall be an individual who is not less than 17 years of age and not more than 25 years of age on the date of the individual's appointment to the Commission.

(C) Five members appointed by the majority leader of the Senate, in consultation with the minority leader of the Senate, of which two shall be Senators and one shall be an individual who is not less than 17 years of age and not more than 25 years of age on the date of the individual's appointment to the Commission.

(2) If any member of the Commission who was appointed to the Commission as a Member of the Congress leaves that office, he may continue as a member of the Commission until his successor is appointed.

(3) A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

(4) Members of the Commission shall be appointed for the life of the Commission.

(5)(A) Except as provided in subparagraph (B), members of the Commission shall each be paid at a rate equal to the daily equivalent of the annual rate of basic pay in effect for grade GS-18 of the General Schedule for each day (including travel time) during which they are engaged in the actual performance of the duties of the Commission.

(B) Members of the Commission shall be paid per diem and reimbursed for travel and transportation expenses in connection with the performance of the functions and duties of the Commission as provided in sections 5702 and 5703 of title 5, United States Code.

(C) Members of the Commission who are officers or employees of the United States or Members of the Congress shall receive no additional pay, allowances, or benefits by reason of their service on the Commission.

(6) Eleven members of the Commission shall constitute a quorum, but a smaller number of members may hold hearings.

(7) Not later than 45 days after the effective date of this section, the President shall designate the Chairperson of the Commission from among those individuals appointed by the President under paragraph (1)(A).

(8) The first meeting of the Commission shall be held not later than 60 days after the designation of the Chairman under paragraph (7). The Commission shall meet at least once each three months after its first meeting. The date and time of all meetings of the Commission shall be at the call of the Chairman or a majority of its members.

(d) EXECUTIVE DIRECTOR AND STAFF.—(1) The Commission shall have an Executive Director who shall be appointed by the Chairman of the Commission and who shall be paid at a rate determined by the Chairman. The rate of pay may not exceed the annual rate of basic pay payable for GS-18 of the General Schedule.

(2) Subject to such rules as may be prescribed by the Commission, the Chairman of the Commission may appoint and fix the rate of pay of such additional personnel as the Chairman considers appropriate. A rate of pay fixed pursuant to this subsection may not exceed the annual rate of basic pay payable for GS-18 of the General Schedule.

(3) The Executive Director and staff of the Commission may be appointed without regard to the provisions of title 5, United States Code (governing appointments in the competitive service), and may be paid without regard to the provisions of chapter 51 and subchapter III of chapter 53 of such title (relating to classification and General Schedule pay rates).

(4) Subject to such rules as may be prescribed by the Commission, the Chairman of the Commission may procure temporary and intermittent services under section 3109(b) of title 5 of the United States Code, but at rates for individuals not to exceed the daily equivalent of the annual rate of basic pay payable for GS–18 of the General Schedule.

(5) Upon request of the Commission, the head of any Federal agency is authorized to detail, on a reimbursable basis, any of the personnel of such agency to the Commission to assist the Commission in carrying out its duties under this section.

(e) Powers.—(1) The Commission may, for the purpose of carrying out this section, hold such hearings and conferences, sit and act at such times and places, take such testimony, and receive such evidence, as the Commission considers appropriate.

(2) Any member or agent of the Commission may, if so authorized by the Commission, take any action which the Commission is authorized to take by this section.

(3) The Commission may secure directly from any department or agency of the United States information necessary to enable it to carry out this section. Upon request of the Chairman of the Commission, the head of such department or agency shall furnish such information to the Commission.

(4) The Commission may accept, use, and dispose of gifts or donations of services or property.

(5) The Commission may use the United States mails in the same manner and under the same conditions as other departments and agencies of the United States.

(6) The Administrator of General Services shall provide to the Commission, on a reimbursable basis, such administrative support services as the Commission may request.

(7) The Commission, through its Chairman, may enter into any contract which the Commission considers necessary to carry out this section.

SEC. 503. REPORTS AND RECOMMENDATIONS.

(a) Commission Reports.—The Commission may transmit to the President and to each House of the Congress such interim reports as it considers appropriate and shall transmit a final report to the President and to each House of the Congress not later than 15 months after the date of the first meeting of the Commission. The final report shall contain a detailed statement of the findings and conclusions of the Commission, together with its recommendations for such legislation and administrative actions as it considers appropriate.

(b) EXECUTIVE AGENCY RECOMMENDATIONS.—After the final report is transmitted to the President and each House of the Congress pursuant to subsection (a), each executive department and agency affected by the final report, as determined by the President, shall submit to the President recommendations for implementing the final report.

(c) PRESIDENTIAL INTERIM REPORT.—(1) Not later than 90 days after the final report is transmitted by the Commission to each House of the Congress pursuant to subsection (a), the President shall transmit to each House of the Congress an interim report containing a detailed statement on—

(A) the desirability, feasibility, and cost of implementing each of the Commission's recommendations, and the actions taken or planned with respect to the implementation; and

(B) recommendations with respect to any legislation proposed by the Commission and the need for any alternative or additional legislation to implement the Commission's recommendations.

(2) Not later than 90 days after the interim report is transmitted to each House of the Congress pursuant to paragraph (1), the President shall transmit to each House of the Congress a final report containing a detailed statement on any actions taken to implement the recommendations of the Commission, together with any further recommendations for legislation or administrative actions.

SEC. 504. TERMINATION AND EFFECTIVE DATE.

(a) TERMINATION.—The Commission shall terminate 180 days after its final report is transmitted to the President and each House of the Congress pursuant to section 503(a).

(b) EFFECTIVE DATE.—This title shall take effect on October 1, 1989.

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